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Guide to the Use  
of United States Government  
Publications



# Guide to the Use of United States Government Publications

BY

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1896-1898; Compiler of the Monthly Catalogs, of the  
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## Foreword

It gives me pleasure to express here my indebtedness for help received from my friends of the Documents Office: Mr. A. P. Tisdell, assistant superintendent of documents; Miss H. C. Silliman, chief of cataloging; and Miss M. A. Hartwell, who compiled the Checklist; and from Mr. George H. Carter, clerk of the Joint Committee on Printing. Also from the efficient staff and administration of Cornell University library; without the aid of its intelligent cataloging and management especially of this troublesome class of publications this book could not have been written.

E. E. C.

Auburn, N. Y.



## Introduction

The original framework of this "Guide" was a course of instruction on the subject successfully worked out in a library training school with a two-years' schedule. This framework shows itself in certain didactically set forth instructions like the eight designations,<sup>1</sup> and the data to be gathered from the Congressional Record concerning the passage of a bill.<sup>2</sup> But upon and about this has been hung a wide discussion of the methods of publication and distribution of the national publications. That this discussion is timely is seen in the fact that a bill, framed after exhaustive study of the subject by the Printing Investigation Commission of 1905-11, and first introduced by it in the 60th Congress, and reported on in February, 1909, has been pending before every successive Congress since, and it has been hoped, during each succeeding Congress, that it might become law. This, when it becomes a statute, will supersede the law under which we have been working for twenty years, and will gather up and codify all the reforms and amendments made during that period, with some much needed new ones. In some details this bill may be altered before it becomes law, but it is believed that, having been so long incubating, its main features will be enacted in the form described in this work, as they bring measures of reform up to the point that it is possible to carry them in the present stage of sentiment on the subject.

But the work is not intended only as a manual for instruction in library training schools; nor for depository libraries only. It has the needs of depositories, chiefly of those which are public libraries, largely in view, of

<sup>1</sup> See p. 124.

<sup>2</sup> See p. 130.

those which are college libraries somewhat. But the needs of the state libraries and the largest libraries which maintain document departments it regards not a whit. It will be seen that in different sections the work addresses itself to very different classes of readers:—now to the immature student of library science; now to the untrained librarian of the very small library; again to the chief of a depository public library; and at another time to any one interested and influential in directing the policies of the Government regarding the public printing. Also, the writer would be very glad could she enrol among those whom the book can help the growing number of students and teachers who use the national publications. But the technicalities which fit it for the readers whom it is first of all hoped to help, the workers who care for the documents in the libraries, may repel the workers who only study the documents.

This variety of appeal creates a lack of homogeneity which will not be regretted if each of these classes of readers finds help. While there is some repetition in the book, this has been thought excusable in a work that will be taken up for reference in sections, as the user seeks help on some special topic, and which will probably not find many who will read it through at a single sitting. The excess of detail in certain sections can be skipped by those to whom it is unwelcome.

It is a popular notion that government publications are a class apart from every other kind of literature, to be placed all together in a group by themselves in a library; that special codes of cataloging rules, and separate classification systems, and different library practice generally must be devised for them; and that they can be understood only by specialists. In the making of this little work this notion is regarded as an error that is to be counteracted by the spread of clear, accurate, and full information concerning them. The keynote according to which it is written is that government publications should be given the same footing and treatment as any other



works; and that their publishing should be conducted on the same principles and methods as publishing business in private hands. It has been the aim to state the facts concerning them, to explain things misunderstood, to persuade convictions founded on lack of full knowledge to a change of view, and to provide a laboratory manual for all who use United States government publications inside libraries and out.

The terms, United States public documents, and United States government publications, are used interchangeably throughout the work to vary the monotony. But government publications is the preferred term for several reasons. One is that, among archivists, the term, documents, has the meaning of "pen-created" papers, not of printed literature.<sup>3</sup> Another is that in its non-special, general sense the word document is usually applied to material in literary form teaching (docens) the facts; it means source material, usually in history, economics, politics, law, and the like. But the scientific, technological, and descriptive material which makes such a large share of the national publications, the regulations, service manuals and handbooks, the current information in Commerce Reports and their like, the bibliographies and indexes, etc., are anything but documents in that sense.

Still another reason is that Documents is the title of one of the two series which the Senate and House each publish. This use of the same word to denote all of the publications of the United States government, and two particular series of them, creates confusion in discussion, whereas exactly defined terms are greatly needed. To ensure distinctiveness here, whenever the Senate or House series is meant, the word Documents is given an initial capital, as is done with the Reports and Journals also.

3 "Here in America we have become accustomed to considering as 'documents' the official printed publications of state and federal authority, which results in a confusion of terms that some day may prove vexatious." J. C. Fitzpatrick. *Notes on the care . . . of manuscripts*. Wash. 1913. 45 p. 19 cm. (Library of Congress.)

But putting all this aside, the term government publications is better from the viewpoint of this work because it aligns works issued by the government with works of any other source or kind. We speak of society publications, church publications, of art, legal, educational, medical publications, not documents, and government publications range with these.

The annual reports and other serials are now supplied to depository libraries — though unfortunately not to the libraries that get their copies from members of Congress — in plain title edition; and the A. L. A. Council has ruled to class them by subject, not as part of the Congressional set. The Document Catalogue and the printed catalogue cards of the Library of Congress provide the inexpert with entries in which the cataloging rules are applied by experts to these troublesome works. It seemed to the writer that a simple admonition to follow these guides, and in all other questions of methods to apply to the various kinds of government material the same treatment given to like material non-governmental in origin, should suffice. However, on request, the section on "Library Practice" has been added.

Though this "Guide" hopes to help and instruct, after all there is but one way to acquire a practical and thorough understanding of the nation's publications. That is to handle and use and work with them, to acquaint oneself with them individually and *en masse*, to know their bibliographical conditions and their subject contents.

As the governmental organization is constantly undergoing minor changes, nothing written about it and its publications can be exactly true in every detail even on the day of its publication. Every such work goes rapidly out of date. But it is thought that the bill here expounded is a crystallization of reforms so extensive that when passed, it will stand without much modification for another decade or score of years.

As has been said in the text, all criticisms and suggestions of betterments in the public printing, including some

beyond what the pending bill provides, are drawn from the published reports and hearings on the subject, having been made by authorized investigating bodies, or by individuals summoned before them to give testimony and expert advice.

A good deal in the right direction as to edition (number of copies) regulation has been put in practice, especially lately since the Printing Investigation Commission closed its work, by the Joint Committee on Printing through its efficient clerk, Mr. G. H. Carter. But, on the other hand, the present tendency seems to be to encourage and enlarge Congressional free distribution, a retrogression from the stand of the commission and of leaders in Congress and experts of a decade back. If the writer reads the records right, the stand of these men was that of this little book, against Congressional free distribution. Also, a steady increase in supervision and control over the Government Printing Office and over the publications by the Joint Committee on Printing is evident.

It may well be, as the Government Printing Office speeds up with more highly technical workers and machinery, and the publications diversify and increase, that the supervision and administration of it all must become closer and more exact than in the past. But the permanence indispensable for efficiency can never be found in a committee of Congress. Although all may go well while, for a time, one set of men remains in Washington, yet uncertainty and retrogression wait upon supervision by a politically shifting body and its officials. To work for laws that will secure a permanent non-political administration of the public printing, equally efficient and practical with the best private publishing, is one mission of this little book which, surely, every patriotic reader will wish to second.



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# PART I

## General





# I

## Scope and Value

The publications of a government are the records of that nation's existence; they are the source material of its history. No nation has ever advanced far in permanency and civilization but it has striven to leave a memorial of itself in arch or monument, in wall inscriptions, in clay tablets, or in some other medium for handing its records down to posterity. While the world was in the primitive stage, that is, while each people or each tribe was necessarily at war with every other, and, as it increased in numbers or power, moved on to larger territory by the conquest of its weaker neighbors; while government was the might of the strongest to rule and his will was law; so long history was but the annals of bloody strife for power and of the exploits of this or that leader or dynasty. Later, as nations have settled down within fixed territorial limits, and their ways of governing themselves have crystallized into political systems and legal forms, civilization, taking root in these more stable conditions, has blossomed forth and borne fruit in many-sided activities. To each individual has been given a chance to bring his contribution, according to his gifts and capacity, to the material and spiritual life of his generation. Arts, science, literature, commerce, industry, invention, discovery, have made way for themselves and flourish. History has become the record of progress and achievement in these things, rather than of exploits of arms, of wars and revolutions.

Gradually, as reason has supplanted force as the basis of government, and the will of the majority as expressed by party contest and the ballot box instead of by strife of arms has come to rule, each citizen sharing in

the government and having his say as to its management, more and more there have been entrusted to the government, as a sort of cooperative agency, such matters as are of general public interest and can best be done by one for all. Education, sanitation, intercommunication, the opening up of the country's resources, fostering its industries, encouraging the development of all the thought and effort and production that promise benefit, policing and protection within and without, together with the financing and administering these vast concerns, and the care of state properties — all these are now being carried on by the state for the individual. The functions of government are growing every day more numerous, more diversified, and are more intimately directing the citizen's daily life. As this goes on, the nation's publications become more and more the original records of the national life.

Government publications serve — the majority of them — as administrative records by means of which the thousands of government officials are kept informed and in touch and at work in cooperation; the projects of to-day are thus correlated with the work of tomorrow. They enable every citizen to know, and well informed to use his knowledge to share intelligently in the management of the public business. They tell what has been done and what is required or planned to be done; what undertakings are on foot; what measures are being taken. They record the laws that have been made, and tell of their interpretation and enforcement. In so far as government is made the agency for carrying on the affairs of the people, in so far the publications of the government are the first hand source material about their affairs. Not only for use by officials but for use by the people, these publications must be full, open, free, and accessible.

But besides this large class of administrative publications which are the information sources and records of government business, there is also another large class of

which the aim is popular instruction and help. The government collects facts, institutes scientific researches, investigates, explores, does pioneer work, blazes out a path; or merely demonstrates and popularizes knowledge. This class of publications makes known the results, spreads the information among the people, and fosters intelligent industry among them.

As to the subjects with which works published by the United States concern themselves, it will be seen, as one becomes familiar with them, that they furnish no material on belles lettres, philosophy, or religion — except in statistics of religious organizations; only an infinitesimal amount on the fine arts; on linguistics a little more; that they contain a good deal on science, and on history, geography, and anthropology; that they are richest in the fields of industry and technology, and of political and social science, including education, commerce, finance, statistics, law, practical government; on philanthropy, crime, punishment, and reform; and like subjects. All this is of course with reference to needs, conditions, and facts in the United States, but includes much of universal interest, and much which goes beyond our national boundaries.

## II

### Definition and Identification

A United States government publication is one that is "printed at government expense or published or distributed by authority of Congress."<sup>1</sup> There are a few cases of works prepared by either a government body or official, or by a private body or individual, and printed outside of the Government Printing Office, but in whose publication the United States is an interested party, either buying a part or the whole of the edition, or otherwise sharing in the expense; and these have equal right to be called government publications. Instances are the United States Postal Guide, and the United States Supreme Court Reports.

The author, if a person, is usually, but not necessarily, some one in the employ of the United States. But it is frequently the case that a document is made up in an office and includes contributions from many sources and by many hands, neither identified nor kept distinct, on much the same plan as a newspaper is.

In 1861 the Government Printing Office began operations. Since that date all the United States publications, except those described above and a few sporadic cases, bear the imprint of that office, and this is the distinguishing mark to be looked for first of all when in doubt whether a work later than 1860 is a United States publication or not. Of late years especially, government publications are dropping the painfully plain uniformity which used to brand them as such as far as they could be seen, and many now are as attractive in make-up as the issues of any private publisher, for example, the so-

<sup>1</sup> See for fuller definition, Checklist, p. vii; also Monthly Catalog, Feb., 1908, p. 325-328. The quoted definition is from the new printing bill.

called "Jefferson's Bible,"<sup>2</sup> and the publications of the Library of Congress among others. In these cases the Government Printing Office imprint is a helpful and entirely dependable resource for purposes of identification. This test will satisfy almost every case that is likely to reach the ordinary reader. But the absence of this imprint even since 1861 is not conclusive proof that the work is not a United States publication. The intent of the law is to require all federal printing to be done at the Government Printing Office, but outside printing has occurred.

Prior to 1861 the government printing was let out on contract, and works published then do not have this imprint. These early outputs of the government present great difficulties because of their various and haphazard titles, binding, and publishing methods. Often, the Senate and House having different printers, and there being no scrutiny, as now required by law, of the orders to print passed independently by each house, identical material was printed in duplicate as a Senate Document and as a House Document. The government publishing methods were at that time at their worst, and have been in process of reform by degrees ever since. For these, and for any more recent works in which neither title nor any other part of the work give any indication of their being government publications, recourse will have to be made to the catalogs and bibliographies of United States publications, especially to the great storehouse of information for the period covered, the Checklist of United States Public Documents, 1789-1909, 3d edition, published 1911. This is a bibliography which, for exactness and accuracy, admirable system, and completeness, is a model of its kind, a monument to the experts of the Documents Office where it was compiled, and with which no other nation in the world, so far as the writer's information goes, can show for its government publications anything to compare in excellence and value.

<sup>2</sup> See Checklist, p. 877.

### III

#### Authority for Printing

Nothing is printed by the government except by authority of law; which means, of course, that the responsibility for and organization of the public printing lies with Congress. This authority is of three kinds: (1) a special order to print;<sup>3</sup> (2) a general provision of law according to which, year after year, a department, for instance, issues certain authorized publications, its report and other works; and (3) a blanket permit, under which an official or a government body may print or reprint according to discretion within certain limits. In this latter form, it may be especially mentioned, authority is given for reprinting publications of which the editions are exhausted to the superintendent of documents, the Joint Committee on Printing, and to the secretary of the Senate and the clerk of the House. The authority of the last two extends only to bills and resolutions, laws, and Reports of committees.

Members of Congress may have extra copies or reprints of matter from the Congressional Record or other government publications, speeches and the like, struck off for their personal use and distribution, at their own expense. As the cost of reprinting is slight, and under their franks<sup>4</sup> members may send any number of copies

<sup>3</sup> "So-called orders to print public documents are generally simple, concurrent, or joint resolutions, but may be bills."—Document Catalog under "Printing Committee."

<sup>4</sup> See H. Report 316, 62d Congress, 2d session (1911-12), p. 24, where the statement is made that Congress is using about 25,000,000 franked envelopes a year, at a cost of about \$60,000. A cheaper grade envelop, of manila, is provided by the new printing bill. See also Cong. Record, 64th Congress, 1st session, H. of R.; Apr. 20, 1916; v. 53: 6506, where Mr. Barnhart says (speech on H. 8664), "During 1914 22,000,000 manila document envelopes of various sizes were furnished to representatives and senators, an average of 41,500 each." See also same, page 6512: 2,000,000 copies of a speech by a member for a special cause sent out in franked envelopes.

free by mail, advantage is taken of this privilege to secure the printing of speeches and other matter in the Congressional Record or elsewhere in the government publications, which they afterwards distribute among their constituents or as campaign literature throughout the country.

The main body of law regulating the government printing and binding and distribution of United States government publications is the statute of January 12, 1895, by which the Documents Office was created. This law has been much amended, either by separate enactment or by provisions in appropriation and other bills, so that the law is now so scattered as to be difficult to trace. A bill intended to gather up and unite in one statute, to take the place of that of 1895, the whole body of law on the subject, has been prepared by the Joint Committee on Printing.<sup>5</sup> It has passed both Senate and House in different Congresses, and has every prospect of becoming law sooner or later. Although the final form in which a bill will ultimately pass into law can never be predicted, yet the main provisions may reasonably be expected to go through without change. These will be mentioned as there are taken up the various topics to which they relate.

The law forbids any government publication from being copyrighted.

<sup>5</sup> See beyond, list of printing bills introduced, Bibliography: Printing Investigation Commission, p. 259.

## IV

### Government Printing Office

The Government Printing Office is the largest publishing establishment in the world, and employs above 4,000 men and women.<sup>6</sup> The present building, built for its use and occupied since 1902, covers fourteen acres. The machinery in use there has cost upward of \$2,420,358.90. The cost of buildings and equipment is estimated as not less than \$5,500,000. Its annual expenditure is approximately \$7,000,000. Especially during its busy season, while Congress is in session, the plant runs night and day. Its output of bound books alone in the fiscal year 1915/16 was 1,621,037.

The first and foremost demands upon this office for printed matter are made, of course, by Congress and the administrative offices in Washington. These are served with a speed combined with excellence little short of phenomenal. In the tremendous rush and pressure for immediate book production of an incalculably variable amount, it is easily seen that the delay that the libraries occasionally suffer in receiving their supply is not without a reason, and is sometimes unavoidable, however regrettable and inconvenient.

The head of the Government Printing Office has the title of public printer. He is appointed by the President, subject to ratification by the Senate. His report is made to Congress.

In the administration of the office under Congress the Joint Committee on Printing<sup>7</sup> acts as an advisory board to that body. This committee is made up of three sen-

<sup>6</sup> See J. D. Whelpley, *The nation's print shop and its methods*. Rev. of Rev., 28: 556-563, 1903. Also W. S. Rossiter, *The problem of the Federal printing*. Atlantic, 96: 331-344, 1905.

<sup>7</sup> See, for list of functions of this committee, under eighteen heads, Cong. Record, 63d Cong., 1st sess., H. of R.; June 26, 1913; v. 50: 2213-2214.



ators and three representatives. The House members are the printing committee of the House. The Senate members are chosen from the eight members of the printing committee of the Senate by the committee itself. Appointment of the membership of the printing committees of the two houses is made by the respective houses. This joint committee, with its control over the public printing, exists according to statute law dating back as far as August 3, 1846, and it is not, like other Congressional committees, dependent on the will of either house. It has for years supervised the office's immense contracts for paper.<sup>8</sup> Its supervisory duties have been extended since 1905, when the Printing Investigation Commission began its work. In the new printing bill it is provided that the committee shall hold office continuously, including the periods when Congress is not in session. Under the present law, the secretary of the Interior is deputed to fill the place of the committee when Congress is not sitting as to purchases of paper, machinery, etc., by the Printing Office.

The recommendation has been made more than once that the Government Printing Office be placed under the control of one of the ten executive departments. The latest recommendation to this effect was made in its report on the public printing of January 2, 1906, by the Committee on Department Methods, known as the Keep Commission, appointed by President Roosevelt to examine the total organization of the national administration, and

Also U. S. Printing Joint Committee, Congressional printing handbook, 1913. By the law of Mar. 2, 1895, when there is no Joint Committee on Printing its duties are to be performed by the committee in existence in either house. As by the Senate rules its committees hold office till their successors are appointed, while the House committees expire with the Congress, these duties devolve upon the Senate printing committee in the odd numbered years between the 4th of March and the opening of the next Congress. But see exception as to paper, etc., purchases, of the Government Printing Office, noted below.

<sup>8</sup> Paper bought by the Government Printing Office for the government printing in 1911 cost \$1,342,853; materials and other supplies, \$611,573; lithographing and engraving, \$133,362. See speech by Senator Smoot, Cong. Record, 62d Cong., 2d sess., Senate: Mar. 12-13, 1912; v. 48: 3184-3196; 3244-3254. Also speech by Mr. Barnhart, Cong. Record, 64th Cong., 1st sess., H. of R.; Apr. 20, 1916; v. 53: 6506.

to suggest betterments. That leading members of Congress think this recommendation is based on sound reasons and that there is need of a radical change in the management is shown by the discussion, to quote only one such, that took place in the Senate in the 62d Congress, 2d session, March 12-13, 1912, when the new printing bill was under consideration. It was claimed that the Government Printing Office is an anomaly in the system of administration at Washington. That it is an administrative bureau, on a par with the Census Bureau and the Pension Bureau of the Interior Department, and especially with the Bureau of Engraving and Printing of the Treasury Department. The head of each of these bureaus is accountable to the head of his department, the latter in turn to the President, ensuring a double supervision, with full power of issuing commands and enforcing them by removal, if necessary. The public printer, on the other hand, is supervised only by a committee of Congress, and the powers of this committee are limited to those the statutes explicitly place in its hands. The committee does not report statedly to Congress on its administration, nor does that deliberative body hold a relation of administrative control toward its standing committees. The changing membership of a Congressional committee; its varying political complexion; the scattering of responsibility among its six members; the paramount claims upon their attention of large national affairs and the interests of their home sections; the chance that they may know nothing of the publishing business; these are patent arguments to those who claim that a committee of a deliberate law-making body can never satisfactorily carry the administration and responsibilities of a huge publishing office like this. The Printing Joint Committee would probably be represented between sessions of Congress by its clerk, in whose hands would be lodged the powers of the six members scattered in various parts of the United States.<sup>9</sup>

<sup>9</sup> See, for protest of Public Printer Ford against executive control of the

For these reasons the Government Printing Office was referred to, in the discussion quoted, as the "lost child" of our national administration, an administrative bureau astray from the executive branch of the government under which it properly belongs. During the more than half a century of its existence under Congress there has passed no ten-year period without its expensive investigation brought on by alleged waste, inefficiency, or abuses.<sup>10</sup> During this period there have been as many public printers as Presidents, or more, while since 1802 there have been only eight librarians of Congress. There would seem to be no need, and only detriment to the service, in changing the public printer every time the administration of the government changes, as is necessary with the heads of the ten executive departments, who are the President's advisers.

The public printing, originally concerned almost entirely with work for Congress alone, has developed till now two-thirds to three-quarters of it is book or pamphlet publishing for the executive and judicial branches of the government.<sup>11</sup> The Government Printing Office at this period is a truly national publishing house. With the introduction, since 1900, of typesetting and other complicated machinery, the problems of cost of production in relation to this expensive equipment have also become complex. More technically and specially expert workers and a vastly more difficult administrative control are now required in the Government Printing Office than in the old days of all hand labor.

Government Printing Office by a Congressional committee, U. S. Senate. Printing Committee. Hearing, 63d Cong., 2d sess., Mar. 14 & 21, 1914, p. 25 and ff.

<sup>10</sup> "There have been since 1840 seventeen Congressional investigations in relation to the public printing. . . . In addition there have been at least four investigations by the executive branch of the government." U. S. Printing Investigation Commission. Report. Feb. 19, 1909. (S. Report 1044, 60th Cong., 2d sess., p. 4.)

<sup>11</sup> ". . . The Government Printing Office does twice as much work each year for the executive departments, independent offices, and establishments of the government as is done for Congress." (Statement of Public Printer Ford in Hearing, Mar. 14 & 21, 1914.) Non-Congressional publications

Those who compare the Government Printing Office with similar private publishing and printing plants say that placing the Government Printing Office under department control would impair its responsiveness to the abnormally fluctuating and exacting demands of the work for Congress. The highest efficiency, they claim, can be secured only by putting the office under a board of directors to be named by the President, made up of representatives of Congress and of the publishing departments, and of technical experts, all of whom should serve for a slight compensation. Accountability of the public printer to such a board should be secured by powers of investigation and of recommendation of removal. Report should be required from him of such data as the directors of any manufacturing plant expect from its superintendent. With estimates and appropriations put on a business basis; with insubordination, intrigue, and "political pull" inside the office put down; and the public printer and all employes secured against political interference from outside; given a competent public printer, at an adequate salary, with permanent tenure of office for himself and all other employes, subject to removal for cause only, with full powers to organize the office and bring it to its greatest efficiency — given these conditions, and the administration of the Printing Office would be settled on a business basis once for all, and no further investigations be ever heard of.

The intent of the law is to secure that all the printing of the national government shall be done at the Government Printing Office. Exception is made, where, in territory outside of Washington, as in the field services all over the country, or in "non-contiguous territory"—the insular possessions, Canal Zone, and other like localities—convenience requires that the work be done near at hand.

There are in Washington at present three branch

reprinted as House and Senate Documents are 75% in bulk, but only one fifth in number of the whole series.

printing offices operated for the convenience of departments in department buildings. These are in the Library of Congress, where the catalog cards distributed to libraries and other library printing and the library binding are done; in the Weather Bureau; and in the State, War, and Navy building. Others have been progressively abolished, three no longer ago than 1910. Of these all except that in the Weather Bureau are under the Government Printing Office.

Prior to the opening of the Government Printing Office in 1861, while the public printing was given out on contract, the rule was in good repute and generally followed that work for a political party must be paid for by lucrative public office or perquisite, or that "to the victor belong the spoils." This pernicious spoils system held sway in the Printing Office for many years, causing much waste and incompetence. But in 1895 the office was put under the civil service law. It is perhaps the largest government employer of workmen of union grade, and the authorities have defined it as their policy that it is to be an open shop.

# V

## Before 1895: Abuses and Reform

The United States embarked in the book publishing business with no supervisory or expert directorship in charge. It happened, as things have a way of doing; and, like Topsy, the business "jest grewed." There was pressure in the Printing Office itself to create as much work and make as many places for political appointees as possible. This delayed the use of typesetting and other labor-saving machinery till long after the date when every other large printing establishment had installed them; and caused long successful opposition to the substitution, in place of the expensive and non-durable, labor-consuming, full sheep bindings, of more practical buckram and other fabrics. As the number of publications multiplied, the bad bibliographical methods, or lack of method, and the absence of system and supervision caused great waste and extravagance. Documents were ordered printed lavishly and in quantities not based on any calculation of the numbers needed for use.<sup>12</sup> Confu-

<sup>12</sup> Some statistics of publications lavishly printed and distributed may be interesting.

Of the Official Records of the War of the Rebellion a statement made in 1905 is as follows. (U. S. Printing Investigation Commission, Report, 1906, v. 1: 124. The plates were then being destroyed.) Set consists of 128 volumes (including index) and atlas. There were printed:

Usual number	(then) 1,850 sets	cost \$ 218,122.27	} Includes only printing, paper, and binding; not cost of compilation.
For War Dept.	11,000 sets	cost 1,479,447.49	
To supply each member of the 53d, 54th, 55th, 56th and 57th Congresses	} ? sets	cost 234,251.74	
		\$1,931,821.50	

A partial statement (same date and reference) of the Official Records of the Union and Confederate Navies follows. 19 volumes to date of statement. (Set is still being published; series 1, v. 27, now out.)

Usual number	(now) 1,345 sets	cost \$ 23,579.59
For Navy Dept.	11,000 sets	cost 181,735.25

\$205,314.84

sion was added to waste by reprinting a report or paper, of which the first issue should have satisfied all demands, in a second, a third, or even a fourth, fifth, or sixth different form, each with the same contents, but with different and misleading title-pages, binder's titles, and, possibly, preliminary pages, as one of a series of volumes or as part of a larger report.

Distribution was largely in the hands of members of Congress, among whom the copies of each publication were divided in quotas fixed by law. Finding their allotments of documents accumulating on their hands, members sent them out broadcast to their constituents without inquiry as to whether they were wanted, could be used, or had been already received. Valuable works that cost the state thousands of dollars to prepare and print came into the hands of people who never looked inside them. These persons deemed them worthless and dry-as-dust statistics, and felt only contempt for them. They regarded them as junk and disposed of them as such.

Of the Messages and Papers of the Presidents, edited by Richardson, the following facts may be stated. Each set consists of 10 volumes. 1st and 2d editions (21,000 sets) were distributed by members of the 54th Congress (1895-97). The 3d edition, bringing the total to 36,000 sets, was distributed by the 55th Congress. (Documents Office, Report, 1897 '98.)

Of the Yearbook of the Department of Agriculture, in one volume, an edition of 500,000 is printed annually. Cost is now 82 cents a copy. Elimination of the report of the secretary as provided in the new bill will reduce cost to 50 cents. Distribution is as follows:

Senate .....	110,000 copies
House of Representatives .....	360,000 copies
Agriculture Dept. ....	30,000 copies

Of the wall maps of the United States prepared by the General Land Office, 5 x 7 feet, backed with muslin and mounted on rollers, the legislative appropriation act annually provides for the following:

Senate .....	7,200 copies
House of Representatives .....	14,400 copies
For General Land Office .....	500 copies
For sale .....	5,000 copies

Each senator has 72 maps, and each representative has 32 maps.

Of Diseases of the Horse, one volume, there had been printed in 1905 (beginning of the 59th Congress) 96 editions, usually of 100,000 up to 250,000 copies each. Succeeding Congresses have also printed editions of the same size.

Diseases of Cattle, also one volume, has been ordered printed in about the same number of editions, usually of 50,000 to 100,000 copies.

These reckless and prodigal methods were flagrant and an open scandal. Meanwhile students were seeking the publications of the government more and more, as the country grew and the government constantly extended its field of economic and scientific activity, and as study of social economics and political administration became more detailed and universal. But the people who wanted these works either heard nothing or only vaguely of their existence; or were at a loss how or where to get them; or, when applying, found the supply exhausted by the indiscriminate giving. To the average man the government body which issues a document is a riddle, and even the title of the work is often unknown. The only known agent to whom to apply is the member of Congress, who is himself often only one step ahead of the private citizen by virtue of being on the spot of publication.

Those who handled the government publications, the librarians and others, saw clearly that reform was needed not only in distributing but in publishing methods. They saw that order and method and supervision must be set up and that the abuse in indiscriminate free distribution should be stopped to ensure that the people who wanted the publications of the government should get them. Not only this, but also they were convinced beyond controversy that it was the lack of competent editorial supervision and of bibliographical system, of which the chief ill result was the constant reprinting in different forms or editions, that created confusion and complexity and was at the bottom of the difficulties experienced by librarians and the public in the use of these publications. A central bureau of information and distribution was, it was thought, needed, also reform in methods, and proper catalogs and indexes.

A beginning in this direction had been made by Dr. John G. Ames, superintendent of documents under the Interior Department, the distributing agent of government publications under the laws of 1857-1861 then in



force. He had corresponded with librarians, giving information about government publications, had circulated checklists of sets of reports, had made his office a clearinghouse for return of duplicates and supply of volumes needed, and had prepared an index to works published by the United States between 1889 and 1893. This was published by the government in 1894, but has since been superseded by a later, fuller edition, also the work of Dr. Ames.<sup>13</sup>

<sup>13</sup> See Checklist, p. 459, I15.2:In2.

## VI

### Documents Office

The agitation for reform thus finding response in Washington took shape in a law which was approved by the President January 12, 1895, with the title, An Act providing for the public printing and binding and the distribution of public documents. On this law and its many amendments is based the entire system according to which the Government Printing Office, the public printing, and the distribution of government publications are carried on today.

By this law of 1895 the office of superintendent of documents of the Interior Department<sup>14</sup> was abolished, and there was created the office of the superintendent of documents (or Documents Office) subordinate to the Government Printing Office. Its functions are to have charge of government publications for storage, sale, and distribution, and domestic exchange (foreign exchange being continued, as heretofore, through the Smithsonian Institution, with the Library of Congress as intermediary); and to prepare certain designated catalogs and indexes of them. The superintendent of documents, after passing a civil service examination, is appointed by the public printer, to whom he reports. According to the provisions of the new printing bill he will be appointed by the President.

Francis A. Crandall, an experienced newspaper editor and publisher, was the first appointee under the new law. To him fell the interpretation of the law as to his own duties, and the entire organization of his office and its work. It was fortunate for the whole country that this

<sup>14</sup> Continued as "clerk in charge of documents" with supervision of the publications of the Interior Department, till office was discontinued July 1, 1907.

initial organization came into the hands of a man so progressive, of such broad outlook, such high and exacting standards and devotion to the public interests. The accumulations of government publications scattered in different places in Washington and elsewhere were now gathered under one roof. One copy of every publication was set aside to form a library. The library thus begun is now the most nearly complete collection of United States publications in existence, and numbered at the end of the fiscal year 1915/16 210,224 documents and maps. It may be said that the library, when the office was organized, was set aside from the cataloging, so that the office of librarian carries with it no authority over nor supervision of the large cataloging staff.

In its inception the office was planned to be the representative at Washington of libraries and the general public, to be the medium for voicing their claims and view-point, and for obtaining what they need. These needs and this view-point are often not understood in official Washington, or, it may be, are quietly thwarted behind the scenes by some individual office-holder or clique, to whose interests they run counter. By keeping in touch with this office and cooperating with it, libraries and the public can make themselves heard and felt on the subject of the national publications. Officials of the Documents Office and of other branches of the executive service are working under a system and laws of which they are not expected to show up the defects or to undertake the reform. Call for reform often must issue from the people before the voice of the disinterested official pointing out the need for it can get a hearing.

The Documents Office has its mechanical and business side in its storage and distribution functions. The Government Printing Office, to which it is a subordinate bureau, though its mechanical work reaches a high grade, has only that kind of work, while the Documents Office, in addition to its mechanical work, conducts a library, does much reference work, and compiles catalogs and

indexes which require the highest technical and literary skill.

These bibliographical functions should be kept in view in the selection of the superintendent of documents, who should have comprehension and appreciation of this branch of the work also. While librarianship and bibliographical work are rated at their true value in the Library of Congress, so that Congress has provided permanence of tenure there, and the present librarian is only the eighth in succession since 1802, it is to be feared that the work identical in kind which the Documents Office does has not obtained recognition. The bibliographical staff of the office, 16 in number, are submerged among the 4,000 odd printers, binders, clerks and laborers of the whole establishment. If, as the new printing bill provides, the President is vested with the appointment of the superintendent of documents, appeal may be made to him to prevent deterioration of bibliographical standards by making the appointment dependent upon qualifications such as the librarian of a large public library must have, or even by selecting the superintendent of documents from the ranks of the librarians themselves. Permanence of tenure must be ensured to attract a good man. Put on the level due it as cataloging and library work, and recognized as such, this office should be removed from the field of appointments made and unmade on political considerations and as parties rise and fall.

The work of the Documents Office, especially of storage and distribution, has, since its organization, steadily grown in amount and been extended by legal enactment. During the fiscal year 1915/16 the cash sales of the office amounted to \$185,712.01 for 5,298,380 pieces sold. The number of letters received totaled 304,341. Since October, 1912, this office has done the "addressing, wrapping, and mailing" of all publications sent out on departmental mailing lists, and these totaled, during 1915/16, 36,892,075. Its function, not mentioned in the law, as a bureau of expert advice and information on all matters

pertaining to United States government publications and the public printing, is not the least service rendered by it. The office has had no small share in indicating needed reforms, and improved methods have resulted whenever legislation has followed the advice given by the experts of this office.

## VII

### Catalogs and Bibliographies

For making the catalogs and indexes required by the law there were brought in at the organization of the office trained and experienced workers, and for the first time scientific methods of cataloging as taught in the library schools were applied to the cataloging of a large body of government publications. The resulting catalogs showed a clearness and thoroughness and practical utility which were a revelation to those who had declared that government publications required principles and rules quite different from those in use for other works. They were received with universal commendation and satisfaction by librarians, scholars, professional and business men, in short, by all who have occasion to use the United States publications, and they are now being issued practically the same in form as then begun.

This continued adherence to a system which, as has been said, has met with a chorus of encomiums from its thousands of users, is good for two reasons. The first is that, while minor improvements might be made, especially in the direction of uniformity with Library of Congress practice, yet a total overthrow of the present system would almost certainly be a change for the worse and not for the better. The second is that entries on cards for all the Document Catalogs issued to date are in the possession of the Documents Office, and from them can be made up a consolidated catalog covering a long term of years and many Congresses, if at any time desired. This could not be done if the system were changed.

The catalogs and indexes which the law requires are three in number. First; a "comprehensive index of public documents," to be published at the close of each

session of Congress and to include all the publications of the period. All since the early issues, however, have been published at the close and to cover the period of a whole Congress instead of a single session, as being less interrupted and more convenient. Such a change is given legal authority in the new printing bill. This, commonly known as the Document Catalog,<sup>15</sup> is in full dictionary catalog form, and is the fullest and only complete alphabetical record of all United States government publications to be had. The Monthly Catalog is also as fully complete, but is not alphabetical. Attention is called to the entry to be found in each Document Catalog, in its alphabetical place under the heading, "Congressional Documents List." Here is given a schedule or systematically arranged list of all the volumes of the Congressional series for the Congress which the catalog covers.

Second; the "consolidated index" is in title-a-line index form, and is restricted to the Congressional set alone. It was thought of as superseding the six separate indexes which had been heretofore made and bound in each volume of the six series, viz.: Senate Miscellaneous Documents, Senate Executive Documents, Senate Reports; and House Miscellaneous Documents, House Executive Documents, and House Reports, respectively; and as being a consolidation of all these six in one, in a separate volume by itself. This is known as the Document Index,<sup>16</sup> and will be taken up more fully later with the Congressional publications.

Third; a "Monthly Catalog"<sup>17</sup> of all United States publications. This has taken on more the form of a bibliography or list, being a record of documents arranged under the departments and their subordinate bureaus issuing them, with a curt index which refers to page only. The index has been variable, and is missing in some parts of the file. Indeed, this catalog has seen

<sup>15</sup> See Checklist, p. 417.

<sup>16</sup> See Checklist, p. 418.

<sup>17</sup> See Checklist, p. 418-420.

more vicissitudes and changes of form and arrangement than the others. Notes at the beginning of each issue give helpful information and explanation and call attention to noteworthy documents. This Monthly Catalog is the only one which gives price and directions where to apply to obtain a work.

In addition to these regularly issued catalogs required by law, the Documents Office published in 1902 what is known as the "Tables and Index,"<sup>18</sup> including the Congressional set only, but including that set from the 15th to the 52d Congress, 1817-1893. It is in two parts, the first, a list of all the volumes published by the Congresses covered; the second, an alphabetical index to the same. As the alphabetical index part is only 113-753 pages, and it covers 38 Congresses, it may be contrasted with the 1-2025 pages of alphabet in the eleventh volume of the Document Catalog, which covers only one Congress, the 62d. It is true the Document Catalog is not restricted to the Congressional set alone, as is the Tables and Index; also the number of publications has multiplied more than an hundredfold; therefore as a test of the minuteness and completeness of the Tables and Index the comparison can not be said to be exact.

Besides these catalogs the Documents Office has published its annual reports; sundry bulletins of varying size and importance; and a large number of priced sale lists.<sup>19</sup> These last have been distributed broadcast to bring home to the people knowledge of the subject matter and value of the federal publications, and to stimulate sales. But most important of all, the office issued in 1911 the Checklist of United States Public Documents, 1789-1909, third edition, to the value of which, as a model bibliography, and as a treasury of facts about the various government bodies and their publications, testimony has already been given.

Of the index to United States publications of all

<sup>18</sup> See Checklist, p. 416.

<sup>19</sup> See Checklist, p. 415-425.



branches of the government, prepared by J. G. Ames<sup>20</sup> as superintendent of documents before that office was transferred from the Interior Department to the Government Printing Office, mention has already been made. The first edition covered only 1889-1893, and was in one volume. A second edition, published in 1905, superseded this and extended the years covered to embrace 1881-1893. Dr. Ames's work is in form an index, which form precludes giving titles of works with uniformity and bibliographical exactness, and in so far fails occasionally in identification of the work recorded. But its construction, with the Congressional series designations and number of pages or volumes in the right margin, and the author, official or personal, in the left margin, is ingenious and space-saving; and, though necessarily incomplete, due to the compiler's scanty means for getting hold of what was published, it is a useful work.

A catalog, also purporting to include all works of the government, had been issued in 1885, and is the work of Ben Perley Poore.<sup>21</sup> It covers the period 1774-1881, and embraces a perhaps surprisingly large proportion of what had been published, although not much except what is in the Congressional set. Its construction is clumsy and time-consuming, namely, a chronological list of titles occupying most of the bulky large quarto volume, followed by an alphabetical index of subjects and authors which refers to page only. Thus the whole double-column page has to be searched to find the title to which reference is made.

To assist the memory and guide in making quick and sure reference to the right book for each work or problem sought, a summary of the seven available lists and catalogs is herewith given:—

*Bibliographies or lists.*<sup>22</sup>

To all:

Checklist; 1st-60th Congress; 1789-1909.

<sup>20</sup> See Checklist, p. 459.

<sup>21</sup> See Checklist, p. 1623.

<sup>22</sup> See, for account of bibliographies and lists, Checklist, pages vii-xiii.

Continued by

Monthly Catalog; 54th Congress, near close of 3d session, to date; January, 1895 -- date of latest issue.

To Congressional set only:

Checklist, tables in first part; 1st-60th Congress; 1789-1909.

Tables and Index, tables in first part; 15th-52d Congress; 1817-93.

Document Catalog, under heading, "Congressional Documents List"; 53d Congress, 1893, to date of latest issue.

Document Index, Schedule of Volumes at end: 54th Congress, 1895, to date of latest issue.

### *Catalogs*

To all:

Poore; 1774-1881.

Ames; 1881-1893.

Document Catalog; 1893 -- date of latest issue.

Continued by

Monthly Catalog, Index to; 1895 -- date of latest issue.

To Congressional set only:

Tables and Index, second part; 15th-52d Congress; 1817-1893.

Continued by

Document Index; 54th Congress, 1895 -- date of latest issue.

## VIII

### Depository Libraries

A library to which according to law all or certain publications of the national government must be sent is called a depository library.<sup>23</sup> The practice of supplying documents to libraries dates from early in the history of the nation, but acts of 1857, 1858, 1859, and 1861 laid the foundation of the present system of designation by members of Congress of libraries in their home localities as depositories. As the law now stands each representative may designate one library in his district and each senator and delegate one in his state or territory. Certain libraries additional to these have been made depositories by special enactments from the early days on. In the new printing bill the list by special enactment is slightly enlarged, and that, being most likely the list of the future, is given here: — the libraries of all the executive departments, at present ten in number; of the United States Military and Naval academies; of the Documents Office, and the Pan-American Union; of the American Antiquarian Society — this having been continuously a depository from 1814, the first created by law; the libraries of the land-grant colleges, 67 in number; of each state and territory, of the District of Columbia, of Porto Rico, and of the Philippines; and of the Canal Zone, Isthmus of Panama, and the Historical Library and Museum of Alaska.

At the end of the fiscal year 1915/16, the existing de-

<sup>23</sup> See list of depositories and references to laws concerning them in U. S. Documents Office, Official list of depository libraries . . . to Jan. 1, 1909, p. 3-6. (Bulletin 12.) Also, same information brought down to later date, but without list, in U. S. Documents Office, Depository libraries. [July 15, 1913.] 4 p. (Circular 22, 2d rev. ed.) See also, beyond, Bibliography of Laws: Depositories. Also U. S. Congress. Printing Joint Committee. Congressional printing handbook, 1913, p. 95-103.

positories to which the superintendent of documents was making regular shipments numbered 484.

By the earlier laws distribution to depositories was made through the Interior Department. When the printing law of 1895 abolished the office of superintendent of documents in that department, it transferred this distribution to the new Documents Office under the Government Printing Office.

Of course, the object of the Congressional designations of libraries to receive the national publications is to provide complete collections of these at centers in every part of the United States. That these collections should be complete, and in fixed libraries whose designations should be permanent, and not partial collections scattered among many libraries whose designations should change as the membership of Congress changes, will not be questioned. Congress took a step to effect this, after redistricting had occurred in some states, by providing, in the act of March 1, 1907, that existing designations in the redistricted area should be permanent. Again, the sundry civil appropriation act of June 23, 1913, in view of a rearrangement of Congressional districts to follow a new reapportionment, took the precaution to enact the same for the whole country. But the new printing bill takes the designation of depositories away from the shifting membership of Congress and vests it in the superintendent of documents, as a decisive step for the permanency and completeness of these storehouses of the nation's publications, at the same time enacting that all existing designations shall stand permanently.

Depositories are required to have a minimum of 1,000 volumes outside of the documents, and to be free to the public.<sup>24</sup> They are expected to accept, preserve, and make accessible to the public all the nation's publications sent them. They may not sell, give away, destroy, nor

<sup>24</sup> The new printing bill does not specify requirement of minimum size for depository libraries, but says they are to be designated "under such rules and regulations as shall be approved by the Joint Committee on Printing." It does require that all publications given them shall be made accessible to the public.

reject anything except duplicates, and these they are expected to frank back to the clearing house of the Documents Office in Washington. The number of books, pamphlets, etc., sent to each depository during the fiscal year 1915/16 was 1,627,405, an average of over 3,362 to each one. The responsibility of providing shelf room and of caring for so much, including always some material that, in all probability, in some of them will never be used, has weighed heavily upon especially the smaller and poorer depositories. The new printing bill provides that each library be allowed to choose whether everything, or only certain publications shall be sent to it. To give relief to such libraries as wish it, the Superintendent of Documents has, since 1914, with the approval of the Joint Committee on Printing, distributed to libraries on this selection basis, each depository selecting what it will receive.<sup>25</sup> That this possibility of rejection because of lack of means to care for might result in there being no complete collection of documents within a wide area, especially in the newer states, where libraries are fewer and with smaller resources, is, perhaps, the only danger in this concession. The depository library has responsibilities, each in its own locality, for all future time, to the historian, the archivist, the deliver into first hand sources of the past, and should govern itself by this consideration as well as by the current needs of its readers.

The weakness of the depository system, which has been a sufficiently long time on trial, is that, while theoretically a good one, it does not correspond to the actual situation in regard to libraries throughout the United States.<sup>26</sup> Leaving out of the question the state libraries, there are not dotted all over the United States at equal intervals and for equal units of population such as the

<sup>25</sup> See U. S. Documents Office. *Depository libraries*. [July 15, 1913.] 4 p. (Circular 22, 2d rev. ed.)

<sup>26</sup> See, for criticism of the present system of designating depositories, *Library Journal*, 33: 150-151, Apr., 1908. Also *Public Libraries*, 12: 251-254, 1907 (Hasse), or same, in *American Library Association, Papers and proceedings*, 1907, p. 132-135.

Congressional districts represent, libraries the support and accommodations of which are adequate to accepting and caring for the thousands of publications which a generous Uncle Sam has arranged to bestow upon them. On the other hand, there is a large and increasing number of libraries which have use for certain publications selected according to the needs of each library. Neither the present law nor the proposed bill makes adequate provision for these libraries, which, it would seem, should look for their supply to the one agency, the Documents Office, rather than to the various publishing offices, and for the demands of which that office should be given an ample quota of every work as it comes from the press. As has been said, when the new printing bill becomes law the designations of depositories will be legally vested in the Documents Office, and the selection plan will permit a depository to accept only one book a year—an absurdly improbable minimum—if that is all it can use and take care of. These concessions having been obtained, there should be initiated immediately movement for a further improvement in the depository system. The lists should be thrown open, so that any and all libraries may become depositories. The depository system should become more a system of registration of libraries, as the libraries of New York state register with the New York State Education Department and receive certain privileges. Any library that fulfils the conditions of registration should then be entitled to call upon the Documents Office as its legally appointed central agent for the supply free of any publication of the government—and that office, as said above, should have such control of editions that it shall not fail these demands.

Should it be said that the government can not afford such universal free distribution to libraries, one needs only to point to the overprinting going on as evidenced by the sales to the junk man of tons of printed matter that no one wants, and the other waste through bad publication methods described in these pages, to show that

economy should be effected by cutting off what no one wants rather than what the libraries want for their public.<sup>27</sup> For, one copy preserved and cataloged in a library saves providing a hundred copies to as many individual readers.

In addition to those of which we have been speaking, there are also, according to the law of 1895, the so-called geological depositories and the Patent Gazette depositories, named by members of Congress to receive publications of the Geological Survey and the Official Gazette of the Patent Office respectively. Of the former libraries each of the 96 senators and the 440 representatives and delegates can name four, making a possible total, in 1917, of 2,144 geological depository libraries.<sup>28</sup> Of the latter, each could designate eight, and the possible total becomes 4,288 Patent Gazette depository libraries. As not so many libraries were found wishing these publications as was expected, and other ways of obtaining them are open to such as do want them, both these classes of depositories are to be abolished by the new bill.

Among documents which are exceptions to the general rule that one copy of everything published goes to the depository libraries may be mentioned the following:—such as are confidential or which are printed exclusively for the needs of the department or bureau; the bills and resolutions of Congress; the Senate and House Journals; the reports and digests and other publications of the federal courts; besides others, mostly minor in size or technical in nature, e.g. the Treasury decisions.

27 "Of such accumulated returns we have recently destroyed, by permission of the Joint Committee on Printing, nearly 1,000 tons of books which were absolutely worthless." Superintendent of Documents (Post) in Lib. Jour. 34: 44, Feb., 1909. See also reports of the Documents Office for 1914/15, 1915/16, and other years. See also speech of Senator Smoot, Mar. 12 & 13, 1912, p. 43, under heading: Waste of Public Documents; same in Cong. Record, Mar. 12, 1912.

28 The first enactment of geological depositories was by joint resolution of Mar. 3, 1887, permitting two designations to each member of Congress. The law of 1895 granted two more.

## IX

### Edition and Demand: "Usual Number:" "Up Number:" "Reserve"

The laws regulating United States government publications under the present complicated system are very detailed and voluminous.<sup>29</sup> They undertake to settle for each publication just how many copies shall be printed and to whom each shall go. It is, of course, impossible to go into the subject of the number of copies of each work allowed by law to be printed, and their distribution. But the phrases "usual number," "up number," "reserve," have been brought into discussions of printing regulations so often as to require explanation. The four series of the Reports and Documents of the Senate and House, and many other publications, are ordered printed in the "usual number." Of many publications the law provides that there shall be printed an extra number of copies "in addition to the usual number." The usual number was originally a fixed number in the statute. It is designed to be just so many copies as will supply all the regularly entitled recipients. By the law of 1895 it was set at 1,682. It has fluctuated. It was stated before the Printing Investigation Commission in 1905 as 1,850. The latest statement has named it as "approximately 1,345 copies, varying with the number of depository libraries."<sup>30</sup> In the new bill it is not a fixed number, but instead the recipients are designated, and it is

<sup>29</sup> See, beyond, Bibliography: Laws.

<sup>30</sup> See statement by Geo. H. Carter, clerk of the Joint Committee on Printing, *Library Journal*, Nov., 1914, p. 818. But see also U. S. Congress. Printing Joint Committee, *Congressional printing handbook*, 1913, p. 15, where number is stated as 1,316 copies, and the varying numbers of international exchanges and foreign legations mentioned as factors in determining the "usual number." Everhart, published 1910, gives the usual number as 2,474, including "up-number" 1,277 and reserve 1,197.



ordered that a sufficient number of copies be printed to supply them. It is also specified whether their copies are to go to them bound or unbound. The bill makes the varying factors two in number:—the depository libraries; and the press galleries, and the newspaper correspondents whose names are now listed in the Congressional Directory, these latter being newly added. This addition it is estimated will bring the usual number up to about 1,800 copies. The recipients, not to give a complete list, include members of Congress and its officials, government offices generally, together with the legations in Washington (this being dependent on whether the favor is reciprocated in the legation's country), the international exchanges through the Library of Congress, and the depository libraries. Thus it will be seen that the depositories are sure to get all of which the usual number is printed. Other publications are provided for them by special clauses or acts.

The "up number" was those given immediately to the recipients, mostly in Washington, and unbound. The "reserve" was put aside to be bound and distributed later to depositories, or on order to members of Congress. By law of June 25, 1910, the "members' reserve," or that portion of the whole reserve which was put aside for two years subject to being bound and given in fixed quotas to members of Congress, on their orders, was abolished, and their need supplied from the Senate and House document rooms.<sup>31</sup> This reduced the size of the usual number. The depositories are now supplied from the "up number." These details are not of special interest except to those who work the machinery in Washington, and are also largely gone by.

The problem of the legislators is to adjust supply to demand, and the existing system of statutory regulation, applying a fixed rule to every case, does not, of course, accomplish this. The Printing Investigation Commission perceived this, and caused to be passed public reso-

<sup>31</sup> See S. Report 568, 61st Congress, 2d session, Apr. 16, 1910, 4 p.

lution 14 of March, 1906 (59th Congress, 1st session). This requires that, prior to printing publications of more than trifling cost, an estimate of the number of copies needed for use be made, and that only such number of copies be first printed, this to be regarded as a first edition. When this edition is exhausted, another edition or editions may be printed to supply demands, till the aggregate equals the total authorized by law. The resolution applies to both Congressional and executive publications. Regulations under this statute were promulgated by the Joint Committee on Printing on May 18, 1906, and revised January 13, 1909, the latest revision being dated October 6, 1913.<sup>32</sup> Included is a list of 129 publications which are ordinarily printed each year, giving for each the usual number, unbound and bound, and the extra copies, as authorized, with the distribution of each, and in each case the substituted number that is to be printed as a first edition. The edition plan would seem to have the effect of substituting another and lower fixed number for that in the printing laws, with an added element of flexibility in being able to reprint if demand arises. As to publications not on the list, those which are Congressional and not over one hundred pages have no estimate made of them, nor first edition printed. Those who make the edition estimates for the various classes of publications are, respectively, the publishing departments, the Joint Committee on Printing, the Documents Office, and the document rooms and folding rooms of the Senate and House.

There seems a growing tendency to substitute in the laws provisions which, instead of fixing the number of copies of a publication to be printed, delegate that responsibility to the body or officers which are going to use or distribute it, giving them *carte blanche* to order such an edition as is needed. Why this could not be made the universal rule naturally comes up to question. In

<sup>32</sup> For regulations of 1906 see U. S. Printing Investigation Commission, Report, 1906, v. 2, p. 672-691. Later revisions are printed as separate pamphlets. See, beyond, Bibliography: Printing Investigation Commission.

the same way as a budget is made up, estimates of the number wanted could be handed in in advance of printing, by every office or officer that will use or distribute a work, to whatever board or officer is appointed to have charge of the details of printing and distribution. Letting the total edition then be kept in some central storehouse, all parties could draw upon it, according to their estimates, at their convenience, and the remainder be available for sale to individuals and free distribution to libraries on request. The obligation laid upon all offices in Washington handling government publications, executive and Congressional, to return all surplus to the Documents Office each year, would soon disclose whether a department had made its estimates recklessly and in excess. The time-honored custom of delivering to stated recipients fixed quotas of publications for which they have expressed no desire, and for which they may have neither use nor storage room seems to operate to enrich the junk man at the expense of the United States government.

## X

### Distribution <sup>33</sup>

There are at present three overlapping agencies of distribution:—(1) the publishing department; (2) the Documents Office; and (3) the members of Congress.

The official source of information—outside of sales lists and the like—as to price and where to apply for a special publication or class of publications is the Monthly Catalog.

It is to be marked, first and foremost, that the Documents Office is the great storage and supply house of all the publications of past years.

To the Documents Office, in its capacity as a clearing house, libraries, individuals, officers and departments of the United States may return, under franks furnished by the office, all superfluous and unused government publications. It is one of the functions of the Documents Office to relieve the other government offices of the necessity of keeping a stock of back publications. From these incoming lots the office extracts what is usable and still in demand. It is a sad commentary on the waste going on that—so great has been the congestion of books pouring in upon the office from all parts of the country and all departments of the government, and so impossible the problem of storing them in numbers mounting up into the millions—the office has found itself forced to seek means of relief. At five different dates between 1908 and 1912, 3,039,342 copies of surplus and obsolete publications were condemned, cut up, and sold as waste at eight-tenths of a cent a pound.<sup>34</sup> The

<sup>33</sup> Wm. S. Rossiter, *What shall we do with public documents?* Atlantic, 97: 560-565, 1907. See also W. L. Post in *Library Journal*, 34: 44, 48, Feb., 1909.

<sup>34</sup> U. S. Congress. Printing Joint Committee, *Congressional printing*

mere paper alone, before any of the labor of printing or binding was expended on it, had cost the country from three and one-half to seven cents a pound. Sale of junk paper goes on today to the amount of \$125,000 a year.

It is to be marked, secondly, that the Documents Office is the almost exclusive agent for the selling of government publications.

The policy has been developed of requiring individuals to pay for government publications, the price, according to law, to be usually equal to the cost of printing from stereotype plates, including paper and binding. This is, of course, far below the actual cost, as it leaves out, in the process of manufacture, the composition or typesetting, and does not reckon in at all the preparation of manuscript or authorship value. An example is the Checklist . . . 1789-1909, a work of 1,707 octavo pages, which is sold at \$1.50. One hundred times this sum would not, perhaps, for the number of copies that will be sold, pay the salaries for the time spent on it of the experts who compiled the work. And the expense of setting the type, if added to the cost as the government reckons it, would more than double the price.

Although individuals are expected to pay, it is the policy of the government to give freely to libraries that are open to the public whatever they can use. It is assumed that the depository libraries will be supplied with everything intended for distribution. Mark, thirdly, that the Documents Office is the agent of supply to the depository libraries. But for the libraries of medium size also, now so rapidly increasing in number, the Documents Office should become the authorized agent of free distribution. It should be supplied with quotas of all publications sought for by those libraries in order to give them out to the libraries on demand. This need will, it is hoped, before long be recognized and provided for by law. The depository system, which looks especially to

handbook, 1913, p. 127. See also Cong. Record, 64th Cong., 1st sess., H. of R.; Apr. 26, 1916; v. 53: 6870; Barnhart.

the needs of the large library, fails of providing adequately for the libraries which will never be of more than moderate size. In the newer and less settled portions of our country, where there are few libraries able to burden themselves with everything that a multifarious government puts into print, the depository system breaks down; and everywhere it needs to be supplemented by a more general system of giving to any and all free libraries.<sup>35</sup>

When a librarian wants to get a United States government publication, let him consider first whether it is a recent work or not. As has been explained, publications of past years are, as a rule, obtainable only through the Documents Office, though some government offices may cling to the practice of supplying files of their own publications. Next let it be decided whether it is a Congressional publication, or whether it is non-Congressional in origin, i.e., issued by some body of the executive or judicial branch of the government, a department, bureau, office, division, a court, or a permanent commission or board. In the identification of the official author the Checklist . . . 1789-1809, and the pamphlet, *Author Headings for United States Public Documents* <sup>36</sup> (three editions, 1903, 1907, and 1915, each covering only its own period), or the list of government authors at the end of each Document Catalog, will be of service.

If the publication be decided to be recent and non-Congressional, let the librarian then consult the Monthly Catalog of the appropriate date to see if there are any special directions for applying for it. Although a price may be named there, it does not follow that a library will have to pay to get it. If the Monthly Catalog is not at hand, or if no special directions are given there, let the librarian ask the department or other body which publishes it to give the library a copy, or, if an annual or other serial, to place the library on its mailing list so

<sup>35</sup> See Documents Office, Annual report, 1915/16, p. 6. Also, *Library Journal*, 24: 608, 1899. Also Clarke, *Government publications as seen in libraries*; A. L. A. Papers and proceedings, 1916, C:3, p. 318.

<sup>36</sup> See Checklist, p. 416.

that it may receive this and future issues. If the publishing office can not supply what is wanted, it will most likely give a hint as to a source of supply.

The publishing office is the preferable place for first application for a non-Congressional publication because of its permanence and first-handedness. Especially is this true for annuals and other serials which it is desired to receive regularly. The publishing office has as part of its mission to keep the public, and especially those citizens working in the same field, informed by means of its publications as to what it is doing. Many research bureaus have scientific workers collaborating with them, possibly contributing in their investigations, and these receive the published results as their due. On the other hand, many departments, especially the War and Navy, put certain matter in print with a single eye to official use. The non-official public is only incidentally allowed to share in the distribution as a favor from the department. Examples are the Manuals of Surveying Instructions of the General Land Office,<sup>37</sup> the Manual for Army Cooks<sup>38</sup> of the Subsistence Department,<sup>39</sup> and there are many others. Other publications, like the agricultural Year Book or the Smithsonian reports, are published with the sole purpose of spreading useful information. These considerations seem to justify some free distribution by the publishing office, where it may be done with discrimination and an eye to results.

By act of August 23, 1912, the "addressing, wrapping, mailing, and otherwise dispatching" of all publications sent out by publishing offices was directed to be done in the Documents Office, the mailing lists of each office being put for this purpose in the hands of the superintendent of documents. In the year 1915/16 the office reported that it distributed for the departments from 1,103 stenciled mailing key lists, containing 850,000

<sup>37</sup> See Checklist, p. 509.

<sup>38</sup> See Checklist, p. 1233.

<sup>39</sup> The Subsistence Department is now a part of the office of the Quartermaster General of the Army.

names. Changes on these lists were made to the number of 274,611 new names and the cancellation of 142,444 old ones. Many departments make it their rule to strike from their mailing lists all depository libraries, which, as such, are supplied by the Documents Office, unless a specific request for a second copy has been made. Thus sending of duplicates where not needed is prevented, except that caused by Congressional distribution.

Duplication has been a large cause of the piling back upon the Documents Office by libraries of documents sent to them but not wanted. It is evident that this duplication must be stopped, that the backward flow due to it must be checked, and the actual demand be given a chance to assert itself and become known. Only when this has been effected can those in charge at Washington arrive at any rational estimates by which to adjust supply to demand. Duplication in distribution alone is considered here. Elsewhere the equally bad duplication by publishing many editions of one work is given attention. But where it can be proved that there is genuine use of a work in more than one part of a library, say in the legislative reference section as well as in the documents department, or in several branch libraries, it would seem that a government which has been lavish to wastefulness would not stint the granting of a second, a third, or even more copies if asked for. These extra copies would, indeed, be saved many times over could only reformed and systematized methods of distribution be fully enforced.

Difficulty may arise as to publications of boards or commissions not permanent, which have passed out of existence after having performed the duties for which they were created, perhaps leaving a trail of documents which continue to appear after their decease. Such are the Industrial Commission of 1898-1902, the Immigration Commission of 1907-1910, and the Industrial Relations Commission, 1912-1916. Or a publishing office may not be able to supply a document, or may ask payment. Gen-



erally speaking, unless a library has book funds ample for all its needs, it should try every avenue of distribution before it accedes to paying for a publication of the national government, although there are a few cases where payment is required even from a library. In the cases above mentioned recourse must be had, of course, to the other two sources of supply, the Documents Office, and the state senators or the representative of the district.

The Documents Office's supply of recent publications for free distribution is generally only a remainder after the legal distribution has been carried out.<sup>40</sup> As the legally designated residuary legatee of every official body, however, copies are likely to drift in later from those sources.

#### *Congressional free distribution*

Congressional publications, i.e., such as have printed on them — and it is part of the binder's title as well — the title of one of the four series: — Senate Reports, Senate Documents, House Reports, House Documents — are to be asked for from members of Congress. Also from them is to be asked at present the Congressional Record, although by the new law the Documents Office will supply this to depositories.

Centralization, whether for sales or gifts, is conceded to be desirable, and the establishment of the Documents Office was with the intent that it should serve as such a central agency. We have seen, however, that free distribution by departments may and should exist in harmony with this.

For free distribution by members of Congress there would seem to be no such justification. Originally, when the publications which emanate from Senate and House were all there were published, no other means of giving them out to the public existed or was thought

<sup>40</sup> The Documents Office's supply for distribution is stated by Senator Smoot as consisting solely of "remainders . . . reversions . . . and exchanges . . ." See S. Report 731, 61st Congress, 2d sess. May 23, 1910.

of. Now that two-thirds to three-fourths are non-Congressional, and the Documents Office has been created expressly to take care of the distribution, the old-time free distribution by members of Congress, like the free seed distribution, has lost its excuse for being. As it can not fail to be on political lines, and without discrimination or knowledge as to use or interest, it has been in the past the main source of duplication and extravagance in the disposal of the government's printing. Sent by members of Congress to their constituents, lightly prized as a compliment or a bonus, the volumes find their way to attic or cellar and are thrown out in the annual housecleaning, and dumped upon the local library or the second-hand man, and trickle back to the clearing-house at Washington.

Great as is its direct wastefulness, it indirectly fosters even greater extravagance in its bad effect upon methods of publication. It fosters the overloaded Congressional set.<sup>41</sup> Not that a work published independently of the set is not just as free to the member of Congress if he asks for it as one published in the set, and the valuation plan described in the following paragraph should work out that way. But the officials who serve Congress in the care and use of the publications, changing from time to time, and untrained in dealing with book collections, cling to the series numbering as their only life line by means of which they can find and handle the books. Without it they are lost. The class mark given by the Documents Office to each work as soon as issued, being shorter and available for every department publication, has proved in that office a thoroughly workable substitute for the series numbers, and its use by the officials of the Senate and House libraries, document rooms, and folding rooms would remove their difficulties.

For the senators' and representatives' personal use, as each may require, of course no restriction or stinting is thought of or should be made.

<sup>41</sup> See, beyond, *Why Bewildering*: topic 6.

What is looked upon as a step toward transferring the distribution now lodged in members of Congress to the Documents Office is put forward in the new printing bill by the so-called valuation plan. According to this each senator is to have credit at the Documents Office to the amount of \$2,200, and each representative to the amount of \$1,800 annually. The office will send out publications free on his order till their sale prices exhaust the credit. Duplications of orders will be detected in the office and canceled. The Report on the bill has this to say on the subject:<sup>42</sup> "It is believed that the proposition to sell all government publications at a minimum price should be worked out gradually. . . . The proposed distribution of documents to members of Congress on a valuation basis, as provided for in section 68,<sup>43</sup> is another step in the progress towards the ultimate sale of government publications. . . . It is believed that when the public is ready for the placing of all government publications upon a strict business basis the change can be . . . made . . . to the satisfaction of all concerned."

This order credit should extend to anything published by the government that is subject to public distribution, and not, as drafted in the new printing bill, be again under rigid statutory provision and limited to fixed quotas of special publications printed for Congressional valuation, although provision is also made for obtaining others not on the valuation list. That the valuation plan will introduce incalculability into the demand that under the present system of edition fixed by statute will be almost impracticable, only shows the faultiness of that system, and the need of replacing it by the editorial board on government publications recommended by the Committee on Department Methods. This prospective curtailment of free distribution, let it once more be observed, is not intended to affect libraries.

<sup>42</sup> Senate Report 438, 63d Congress, 2d session, p. 68-69; also identical House Report 564.

<sup>43</sup> Sec. 50 in the 64th Congress bill.

Congressional free distribution has always included an item of expense little known to outsiders, namely, the maintenance by Senate and House separately of folding rooms, each with a number of employes engaged to do the wrapping and mailing of documents sent out by members. It has been openly stated on the floor of Congress, and the testimony at the hearings on the proposed bill has corroborated it, that any business firm could do this work at about one-half to three-fourths the expenditure.<sup>44</sup> Although the service offered to Congress by the Library of Congress, with its immense resources and its staff of experts, in its legislative reference library, its law library, and its documents division — where are kept two copies of every publication of the national government — fulfils now all the functions for which formerly the House and Senate libraries were needed; and the experts of the Documents Office do the distribution, as statistics show, with a much higher percentage of efficiency than the politically appointed officials of the folding rooms — yet Congress is slow to relinquish its earlier appointed agencies, even though their work is now done better by new ones. In its present form the proposed bill does not abolish these folding rooms, but, the sending out of publications on the members' valuation orders being transferred to the Documents Office, leaves to them the wrapping and mailing of speeches and other reprints for members.

Objection to the valuation plan was voiced by members who stated that if their distribution was put on a money basis they would be swamped with requests for the more expensive works up to a money value far beyond the sum allotted them; while on the quota basis they could take refuge in the reply that their quota of such a work was exhausted. The bill as offered in the 2d session of the 64th Congress (S. 7795 and H. 21021)

<sup>44</sup> In the Hearings before the House printing committee, May 20-22, 1912, p. 106, the annual cost of the folding rooms is estimated at \$88,345, doing work that the superintendent of documents stated would cost, if done in his office, \$19,965.

makes the use of the valuation plan or remaining on the old quota system optional with members.

Before we leave the subject of free distribution by members of Congress there should be mentioned again the wholesale dumping out as waste and throwing away of these publications which have cost the United States so much to print and perhaps to bind. In folding rooms and document rooms of Congress by the officials there; by senators and representatives as they receive them at their offices and homes; by their constituents to whom they ship the documents as perhaps unwelcome gifts — among all these this disposal as waste goes on. Under the present Congressional quota system the publications go out, not in answer to the cry — I want information about immigration, national banks, the soils of my district, or what not. The cry seems to be rather — Here is this government document stuff piling in upon us; how can we get rid of it?

### *Summary*

To sum up! After twenty years the Documents Office, established expressly to centralize the handling of documents, has succeeded in making headway against privilege entrenched in habit only to the extent of centralizing the stock of back publications. But as to current publications we are yet far from the simple system under which the man in the street and any library can apply to the Documents Office in every case, and obtain without fail by purchase or gift the desired publication. The printing laws are still burdened with undertaking to say for each publication just how many copies shall be printed, and to whom each copy shall go, instead of handing over the minutiae of regulation to the Documents Office and its bibliographical experts, or to a board representing all parties concerned, with a budget system, making estimates of documents instead of dollars, to regulate the editions printed. Of a great many publications, besides all in the Congressional series, the entire edition is

handed over for distribution to members of Congress, or to the publishing department and Congress, the Documents Office receiving only a few remainder copies,<sup>45</sup> and those which may later trickle back from recipients who got what they did not want. As to selling, the Documents Office has competitors among a few of the publishing offices. Some of these still hold on to the sale of their own publications, which is denied to the Documents Office. And although between 450 and 500 libraries as designated depositories have a legally appointed central supply agent in the Documents Office, yet the great majority of libraries which are outside this class are still floundering between three cross currents of supply. We are yet far from fulfilment of the prediction, "Some day it will come about that every library can have just what it wants, nothing more, nothing less, and all from one central office."<sup>46</sup>

The tyro may be reminded that all government publications are sent from government departments and by members of Congress free of mail charges. Also that no government office will accept postage stamps in payment.

<sup>45</sup> See table of remainders received by the Documents Office from round numbers printed for Senate and House, in U. S. Congress. Printing Joint Committee, *Congressional printing handbook*, 1913, p. 102.

<sup>46</sup> J. I. Wyer, *U. S. government documents*, 1906, p. 32. See also, before, under *Depository Libraries*, p. 46, *project for attaining to this desired status*.

## XI

### Why Bewildering: Bad Publishing Methods

What follows is descriptive of a century's output of our country's publications, irrespective of what reforms have been made in recent years. These, and some which still remain to be made, will be recounted later.

The publications of our national government have been in the past very bewildering, an entanglement in the mass, and a hard nut to crack in the individual document. The difficulties in their use are various. Some of them can be remedied; others inhere in the documents themselves. Their difficulty exists in, first, their subject matter, and in the ill-digested manner of its presentation, i.e., lack of competent editing; second, in the bad and all but useless indexes which before 1895 were given them; third, in their corporate authorship, as the cataloging phrase goes, that is, in the fact that their authors are not persons, but government or official bodies and in the fact that these bodies are in constant process of change; fourth, in their involved titles with excessive verbiage, especially in the Reports and Documents of Congress; fifth, in the way the publications of Congress are arranged and gathered into volumes, without grouping by subject or source (though now an effort in this direction is made), and formerly with no key to the volume in the way either of table of contents or of running page headings; sixth, in being reprinted and re-reprinted to make up various series, in which works already separately published and dissimilar in subject and length are arbitrarily tied together by a uniform binding and lettering and consecutive numbering; seventh, in their being reprinted, also, as parts of larger works, an inferior officer's report being reprinted in that of the

next higher officer, and so on till it reaches the top of the ladder; these reprints or editions being in most cases each the same in text as the original print, but, as explained, being combined with other matter.

All but the first of these difficulties is bibliographical. Many of them arise from the way documents are made up and their bad publication methods. Others can not be overcome, but exist in the publications themselves, and for this class it is doubtful whether any other method of dealing with the material with fewer difficulties could be devised.

It is but fair to say also that, so far as the writer's experience goes, the publications of the United States are no more complicated than those of other countries. Many of the states of the Union, also, follow the undesirable pattern of the federal publications in a republished uniform complete series of their publications. And when the great state of New York offers no index to its voluminous document set, it is obvious that to find the document wanted is not quickly possible. It is to be hoped that the reform which is being brought about in the federal publications may inspire the states to show their progressiveness by following suit. Let us consider each one of these difficulties more closely.

### *1. Technical subjects: poor editing*

First, difficulties in the subject matter and its fragmentariness, and in poor editing. Government publications, those, at least, which are administrative and official in matter, can not be made to have the clearness and interest of popular works. Exception must be made of the increasing number of valuable and authoritative brochures and books prepared for popular instruction by the scientific experts of our government. These, written in clear, terse, vigorous English, often attractively illustrated, well bound, of a high grade of excellence or even elegance in typographical style and



execution, are the equals of any put out by private publishers.

But the ordinary run of official publications on administrative business is different. In the first place, this business is of as many kinds and as various as are the different sections of the United States and the affairs with which government concerns itself. Its subjects are largely technical, special, local, matters of law and administration which the average citizen finds hard to understand. In the second place, often the document in hand concerns only one phase or segment of a situation or action whose beginning and end are in other documents. Usually no word of explanation is offered, though occasionally curt references to previously published material on the same subject are given in foreword or text. It is like one instalment of a serial story without the usual synopsis of the preceding chapters. In the third place, many government publications lack in clear and systematic arrangement. Their preparation has not been given the same thought, labor and skill, the digesting, arranging and boiling down, the molding into shape, pruning, and polishing, spent on private publications that must commend themselves to the public in order to pay for the expense of their publishing. What editorial supervision they receive, especially the administrative reports, is from hands often not experienced in book publishing, however highly versed in the subject treated and master of its details.

## *2. Poor indexing*

Second, lack of good indexes. The poor indexing of the past persists notably now only in the index to the Congressional Record.<sup>47</sup> The indexing of the Statutes at Large, however, also has not escaped criticism.<sup>48</sup> The Congressional set, since 1895, has a well-made index, the

<sup>47</sup> See, for criticisms, beyond, footnote under Legislative Publications: Congressional Record, p. 128.

<sup>48</sup> See remarks of Mr. Mann, Cong. Record, 51: 15237.

Document Index made in the office of the superintendent of documents. The six separate indexes which existed before that date have only to be tried to prove their defects.

### 3. *Official authors*

Third, difficulties of corporate authorship. C. A. Cutter, in his *Rules for a Dictionary Catalogue*, says, “. . . Congress, Parliament, and other governmental bodies are authors of their journals, acts, minutes, laws, etc., and other departments of government of their reports, and of the works published by them or under their auspices.” This principle is adopted by all the codes of rules which have been published in the United States since. A work written by John Smith on his own initiative, from his own resources, and of which he will be the sole and absolute owner, is very different from the one which the same John Smith compiles officially in an office, in performance of his official duties, in time paid for by the government and with the facilities of the office, and which, when done, will be the property of the government. In the latter case the office is the author, and he is only its agent. Moreover, Smith is that agent today, Jones may be tomorrow, and Robinson next year. The office stands throughout the years, carrying on its work, producing literature and results through a shadowy procession of human agencies which pass continually in and out its gates. That the production of the office, material, spiritual, or literary, should be recorded in the book of human events under the successive persons who are the actual producers would effect a scattering and discontinuity of record. No, the institution endures and the individual passes. The corporate body, the legal entity that never dies, never intermits rights and action, that constantly reinvigorates and readapts itself by drawing in fresh individualities with a fresh stock of ideas, stands for all the personalities who at one time and another write in

its name. The cord that binds together successive reports, decisions, orders, bulletins, etc., and gives them continuity in spite of the changing personnel of the office, is the government body that issues them. There are cases where an individual, acting for the government as a special agent or in a special line or piece of work, may prepare material which retains a genuine personal authorship even after publication as a document. Scientific and technical publications are more likely than administrative publications to be of this class. Or something written by a person unconnected with the government may be picked up and published by the government. This occurs oftenest among the Documents of Senate and House.

It may be that the foregoing argument is not needed to convince the reader that the United States Treasury Department is the responsible author of the long file of annual reports from 1790 down, not Hamilton, Wolcott, Gallatin, Fessenden, Gage, or McAdoo; that the only expression for the combined authorship of a collection of official papers of our Chief Executives, from Washington down to Woodrow Wilson, is United States President; that Harvey Washington Wiley is personally the author of his *Principles and Practice of Agricultural Analysis*, 3 v. 1906-14, but of the long series of reports prepared by him as head of the Chemistry Bureau of the Agricultural Department the United States Chemistry Bureau stands as author, as it does of those made by his predecessors and successors at the head of the bureau; that a dissenting opinion by a single judge of the United States Supreme Court, let us say Justice C. E. Hughes, is an opinion of the court and to be so quoted, although, at the same time, a brief on the case written by James Brown, non-government employed lawyer, cannot be quoted as anything else than the production of James Brown himself.

The reader unversed in bibliographical intricacies, and who, if he thinks at all of the authors of the books he

sees, pictures to himself always some person who has written each one, will by this argument realize what this is that is called corporate authorship. It includes, besides institutions and associations of all kinds, also government bodies as a large and important group. He will realize, further, that in order to use public documents with facility it is essential to learn to think in terms of government bodies, to know them by name, to distinguish between two bodies with names identical or differing only slightly, but which are distinct and in different departments, etc.; to know the functions of each and its relations with other higher and lower units of the government organization.

#### *4. Poorly made titles*

Fourth, difficulties of confused, verbose, and misrepresentative titles. The involved titles loaded with verbiage mostly occur in the Reports and especially in the Documents of the Senate and House. Much improvement has been made here within a few years. Most of the separate Senate and House Documents as well as the committee Reports now have title-pages and running titles at top of the pages. But in many cases improvement stops here, and the title-page displays as title a sample of the same kind of wordy caption which appeared on the old documents above the beginning of the text. One example of such a title will suffice. Senate Document 190 of the 62d Congress, 2d session, has for its title the following:

62d Congress } 2d Session }	Senate	{ Document 190
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Fertilizer Resources  
of the United States  
Message from the  
President of the United States  
Transmitting  
A Letter from the Secretary of

Agriculture, Together with a Preliminary Report by the Bureau of Soils, on the Fertilizer Resources of the United States

December 18, 1911

Read; Referred to the Committee on Agriculture and Forestry and ordered to be

Printed with Accompanying Illustrations  
Washington

1912

Page 3 next to the title-page contains the "Message from the President," 7 lines; pages 5-6 give the "Letter of Transmittal" from the secretary of Agriculture; pages 7-8 give "Letter of Submittal" from the chief of the Bureau of Soils; page 9 is a half title-page for the work itself; which is actually a preliminary report on the fertilizer resources of the United States by employees of the United States Soils Bureau. Few will deny that much of this title would be better omitted. An example of a simpler title is that of House Document 1261, 61st Congress, 3d session, as follows: "Special Report of J. M. Dickinson, Secretary of War, To the President, On the Philippines."

*5. Publications diverse, linked by printing-sequence numbers, now discontinuous*

Fifth, difficulties in the way the publications of the Congressional set are numbered and gathered into volumes, without grouping by subject or source. This indictment applies especially to the set as it is found earlier than 1895. There has been progressive improvement ever since. The present stage of progress, however, presents certain conditions that are puzzling until an explanation makes smooth sailing.

Of the four series of the Congressional set: — namely, Senate Reports, Senate Documents, House Reports, and

House Documents — each separate publication has its own number within its own series. This numbering is now continuous during the duration of a Congress, though in other times the numbering of some of the series ran through one session only.

These numbers are assigned by the Government Printing Office as each publication comes over from Senate or House to be printed. For instance, on December 7 three House Documents may arrive; they are numbered House Document 1 to 3. On December 8 seven more may come; they will be numbered 4 to 10. The numbering effects a chronological arrangement according to date of reception at the Printing Office. This may or may not exactly parallel their order according to the day, month, and year printed on them. This date of day, month, and year is that of action taken by Senate or House directing them to be sent to the Printing Office, the so-called "order to print."

This stringing on a numbered string as they come along does not, of course, bring together publications on one subject, or successive reports of one bureau, nor even the volumes of one work if there is any interval of time between their dates of publication. It is the way usually adopted for bulletins, circulars, and the like, and is regarded as the best and clearest way of treating a mass of publications which are mostly only one leaf to a few pages in extent. Applied to works forming each a full volume or set of volumes, it is objectionable.

When they come to be bound, such as are large or important enough are bound separately. Those of less size are bound together in numerical order into volumes. But as the numbers run regardless of size, a volume of small publications, say numbers 1-343, may show gaps where numbers 3, 142 and 275 ought to be, they being large and so bound separately. Thus, in the four series, as they stand in bound volumes on the shelf, the Report or Document numbers run irregularly and with

continual jumps over numbers lacking in their order. For the small undistinctive papers that hold the business of Congress there is no suggestion that this system of numbering and voluming is not the best that can be devised. For the large works that hold the business of the bureaus, departments, etc., it is the worst that can be devised. And until past 1900 all was so slipshod and careless and without aids, as to make difficulties for and often mislead the user. Now each volume containing more than one publication is provided with a table of contents giving their numbers and titles; and each publication has a running page heading. Grouping together into volumes by subject is also done so far as is possible.

In 1895, Dr. Ames added to the Congressional set an additional and independent numbering known as the serial numbers, publishing them in the second edition of the Checklist prepared by him. Beginning with the 15th Congress, the four series with the House and Senate Journals added being arranged by volumes under Congress, session, and series or Journal title, to each volume was assigned a number consecutive as the volumes stood in order. As a brief and simple identification and arrangement mark this has proved of much convenience.

By the resolution of March 1, 1907, amended by resolution of January 15, 1908, the annual reports and other works of departments — which are the large volumes of the series of Documents of Senate and House — appear, just as before, as Documents and are so distributed to official Washington, to members of Congress, and to the Library of Congress for international exchange. But copies sent out to depository libraries are in plain title edition. Thus in the Congressional set in a depository library there is a gap wherever one of these volumes comes. That volume drops out from its House or Senate Document and from its serial number, the substituted plain title edition appearing elsewhere on the shelves in an orderly file with its companion reports of other years. Looking at the Schedule of Volumes at

the back of the Document Index, the light-faced type entries there show where these hiatuses come in the depository Congressional set.<sup>49</sup>

For this exclusion of the department publications from the Documents of Congress the Documents Office, the Printing Investigation Commission, and the librarians were unanimous. The resistance to it on the part of the officials of the documents rooms and libraries of Senate and House — due to lack of acquaintance with modern methods of handling books in masses — is in line with the fact formerly freely stated that the State Department was the only office of its size in the country that did not use typewriters; and with the delay in installing modern machinery in the Government Printing Office, and in substituting the more durable buckram for the perishable and labor-making sheep bindings. The conservatism that rules in Washington is the cause that the Congressional set exists in dual form — a reduced and expurgated form in depository libraries; in its old-time fulness and redundancy in Washington.

Further gaps in the Congressional set as it comes now to depository libraries are the following.

Since passage of the law of January 12, 1895, the Journals of House and Senate are no longer sent to all depositories, only three copies being given out in each state or territory. The new bill restores the Journals.

By law of January 20, 1905, depository libraries are no longer supplied with reports of committees of Senate and House on private bills and on simple and concurrent resolutions, river and harbor projects being classed as private bills. These reports are now bound into volumes together, and lettered A, B, C, etc. But

<sup>49</sup> But as the decision whether a publication is to be classed and treated as a publication of Congress or of a department is left to an official of the Government Printing Office, the so-called "jacket clerk," much that is departmental, or, at least, non-Congressional, is made a Document. The distinction between legislative and executive taught in the elementary textbooks of civics does not seem to be applied. See also beyond, in this section, 6th topic, p. 75; p. 83.



both these lettered volumes and the Journals — again on the insistence of the officials who serve Congress in the care of the documents — are given serial numbers. In this case the library never sees the volume so numbered.

These hiatuses in the sets on the depository shelves, although they are in the interests of economy and good methods, until understood, add to the difficulties of our fifth topic.

#### *6. Reprinting as House and Senate Documents*

Sixth, difficulties in the same work appearing in various guises or editions by being reprinted in various series.<sup>50</sup>

The republication, as part of a series, of a work already in print independently of the series in a plain title edition, is almost the greatest, and certainly the least excusable, cause of confusion and waste in United States government publications. There have been three main series which have caused this waste. Of these one is now defunct, and another is to be abolished by the new printing bill.

The first in importance and largest is the so-called Congressional set. To this we shall return and consider it fully.

A second is the Message and Documents series, which has ceased to exist.<sup>51</sup> In regard to this it will suffice to quote the Checklist, page 1667. "The set had no value, because it was merely a duplication (except for binding) of some of the volumes which appeared in the

<sup>50</sup> Edition as used in the sections "Edition and Demand" and "Why Bewildering"; topics 6 and 7, deals with two different sides of what the word means. In the former the discussion turns on how many copies of a work shall be printed at one time. Each of these copies is, of course, identical with every other. In "Why Bewildering" the discussion is of the distinction between all these identical copies and another lot of copies identical with each other but differing from the first lot in some detail, the text being the same. A changed date on the title-page; the addition of a note of its being numbered in the House or Senate Document series; its repetition as part of the pages of a larger work; different binding; or even — though this does not occur often in government publications — wider page margins, make a different edition in this latter sense.

<sup>51</sup> See, for further description, Checklist, page 1667.

Congressional set; yet it was published for nearly half a century, beginning about 1842-43, or possibly a little earlier, and ending with the Message and Documents Communicated to Congress at the Beginning of the 2d Session of the 54th Congress, Being the Issues for 1896-97. . . . There seems to have been no definite provision of law which justified the existence or the termination of the set."

Another of the three series is the Abridgments of Message and Documents, made up of some of the same material as the preceding two, namely, the President's message and the department reports, the latter reprinted with omissions.<sup>52</sup> When the Abridgment is issued, these reports have already been nearly a year in print and in the hands of the public. The law of 1895 authorized an edition of 12,000 copies of this, and it is still being printed, but is now usually condensed in two volumes for each year. Reprinting in this series has cost about \$23,000 annually.

Librarians are not advised to try to keep these last two series, and it would be a remarkable case if a library could bring together a complete set of either. Volumes of the Message and Documents series may be used to fill in gaps in the files of the executive reports, but the text itself must be examined to make sure what year is covered, as the binding dates mislead. As the words, "Message and Documents," appear on the title-pages of early volumes of the Congressional set also, identification of this series is puzzling; but the binding is black cloth, and the words "Message and Documents" often are part of the binder's title.

Leaving out of consideration the last two series as abolished or about to be, let us look at the first mentioned, the Congressional set. This is a necessary series. Its abolishment is not to be thought of, but it needs to be expurgated and reduced to include only that material which properly belongs to it. The Congressional set as

<sup>52</sup> See Checklist, pages 1621-1622; also note, page 1667.

it existed prior to 1907, and exists today for Congressional and international distribution and official Washington, but not for depository libraries, is what is meant here. It consists of four distinct series:—Senate Reports, Senate Documents, House Reports, House Documents, all four series made up and bound in uniform style so as to give the appearance of being but one series.<sup>53</sup> Of these four series the Senate Reports and the House Reports may be dismissed from consideration, as no charge is brought against them of containing what does not belong under a Congressional classification. They contain nothing previously in print, nothing non-Congressional in origin.

The Senate Documents and House Documents are alone in question. These two series consist of what we may call class A, genuine Congressional Documents, i.e., such as originate in Senate or House or on their order; and class B, or spurious Congressional Documents, which are non-Congressional in origin, originating in the executive departments and bureaus, a few in the judicial branch of the government. These two classes, as before said, are designated since 1907 in the Schedule of Volumes at the end of the Document Indexes by heavy-faced and light-faced type respectively. The division as made there is very inexact, and includes among the genuinely Congressional a good many which are non-Congressional, instances of which may be seen by examining any Schedule of Volumes since 1907.

Class A, genuine Senate and House Documents, are reports of the officers and other business of either house; their manuals or rules; memorial addresses; messages from the President; compilation of precedents of parliamentary practice; contested election cases; tables of estimates and appropriations and general gov-

<sup>53</sup> The House and Senate Journals, one volume for each session, used to be considered part of the Congressional set, but as the Congressional Record supersedes these in use and their distribution is now restricted (see under fifth topic), they are for simplicity's sake ignored in this section. See beyond: Legislative Publications: Journals.

ernment accounts; responses from executive departments to resolutions asking for information; and all the various papers presented on the floor of either house to elucidate its debates — roughly, nine groups.<sup>54</sup> All these own Congress as their initiative source, and, with a few exceptions, are not reprints. All this material must be preserved in print, and printing it in the form of Senate or House Documents is the original, proper, and only way of publishing it. Few of these are works of a size to be bound independently; most are from one page to one hundred pages in length.

Class B, spurious or non-Congressional Documents, originating in and dealing with the work of the various bodies of the executive branch of the United States government, or occasionally of the judicial branch, are almost all of a size to bind independently, and vary from one hundred up to several hundred pages or a number of volumes in length. These have come out in print earlier in plain title edition; or, in a few cases, will so come out later; or, if not, would be better to come out as plain title editions than as House or Senate Documents, being of sufficient size, specialized subject, and of primary interest each to its own department. The plain title edition, it may be explained, is the same as the department or bureau edition, and is often called by the latter name, being the form which the department or bureau insists on having for its own use as best adapted for a working copy. Between 1907 and 1913 the plain title edition sent to depositories was bound in khaki cloth similar to that used for the Congressional set, but this was the only way in which it differed from the department edition. It is at present bound like the de-

<sup>54</sup> The House and Senate Manuals might be issued in plain title without being numbered Documents, as has been done with the Congressional Directory. So might also the memorial addresses, and the President's messages, of both of which a plain title edition is printed. The same can be said of the compilations of precedents, Hinds's, for example, in eight volumes (H. Doc. 355, 59th Congress, 2d session), and of contested election cases. But it does not hold good for the other Documents in the enumeration given above.

partment edition. The fact that it almost invariably comes out ahead of the Senate or House Document edition gives it another desirable feature.

The results of this reprinting are that these Senate or House Document reprints each receive now a title-page, a number, and a binding and binder's title for the series, which are more conspicuous than the title of the actual work. These give the impression that here is a different work from that contained in the plain title edition. Minute collation of the two texts is required to establish the fact that in most cases the two editions are identical in contents. A typical instance is the following.<sup>55</sup> The plain title edition of a report of the Indian Bureau has on its title-page: Annual Report of the Commissioner of Indian Affairs, 1894. Washington, Government Printing Office, 1895. The binder's title is: Report of the Commissioner of Indian Affairs. The reprint, which is a House Document, has on its first title-page: The Executive Documents of the House of Representatives for the Third Session of the Fifty-third Congress, 1894-1895. In 35 Volumes. Washington, Government Printing Office, 1895. Following this is an 18-page index to all the 35 volumes. Then comes a second title-page: 53d Congress, 3d Session, House of Representatives, Executive Document 1, Part 5. Report of the Secretary of the Interior; Being Part of the Message and Documents Communicated to the Two Houses of Congress at the Beginning of the 3d Session of the 53d Congress. In 5 Volumes. Volume II. Washington, Government Printing Office, 1894. The binder's title is: House Executive Documents, 3d Session, 53d Congress, 1893-95. Vol. 15. Report of the Secretary of the Interior. Vol. 2. 1894. Indian Affairs. The text of the two editions is identical.

The series number and voluming which these reprints get brings them into the numbered chronological arrangement of the Senate or the House series of Docu-

<sup>55</sup> Documents Office, Report, 1895/96, p. 11.

ments — according as each is placed. This arrangement, so regardless of subject, source, extent, or importance, is good for the mass of minor publications, as has been explained, but is not good for works large enough to become distinct volumes or a set of volumes; and when applied to a mixture of both minor publications and bulky voluminous works it becomes very bad indeed. It works worst for the serials, because, instead of the annual reports or the bulletins of a department being in a file with all the issues together in order of year or number, it separates the annual or consecutively numbered issues, linking together in one group for the year all the single volumes of diverse reports or sets.

Hearings and reports on the public printing are full of the evils of this publishing over again, in a series, works which exist already in book form answering every purpose.<sup>56</sup> The Documents Office from its establishment till today has steadily preached the doctrine that there should be one original edition of any government publication and one only, and for department publications that should be the plain title edition.<sup>57</sup> The

<sup>56</sup> U. S. Printing Investigation Commission, Report, 1906, v. 1: 4-5, 12-17 (Ricketts): 82-84 (superintendent of documents): v. 2: 523 (librarian of Congress). Printing Investigation Commission, Supplemental report, 1907 (H. Doc. 736, and identical S. Report 6828, 59th Cong., 2d sess.), p. 8-10 (Presented resolution of March 1, 1907, abolishing reprinting department publications as House and Senate Documents. One of the strongest and most complete statements of the bad effects of the practice). S. Report 1, 60th Cong., 1st sess., p. 2 (This presented the compromise resolution of Jan. 15, 1908, restoring the reprinting, but providing that depository libraries shall receive the plain title edition). S. Report 1200, 61st Cong., 3d sess., p. 16-17. S. Doc. 293, 62d Cong., 2d sess., p. 17 (Superintendent of documents before the Economy and Efficiency Commission). H. Report 816 (p. 25-26) and almost identical S. Report 201 (p. 21), 62d Cong., 2d sess. Reed Smoot, Speech in Senate, March 12-13, 1912, p. 12 (Claims economies effected, especially by stopping reprinting, by resolution of March 1, 1907). Hearings before H. committee on printing, 62d Cong., May 20, 22, 1912, p. 105 (Economies include: "Elimination of Document titles from annual and serial publications specified"). See also Public Libraries, 8: 405-406, 1903 (M. Dewey against issue of publications of departments in collected Documents series as exemplified in government publications of New York state).

<sup>57</sup> See Documents Office, Report, 1894/5, p. 16; same, 1895/6, p. 4-16; same, 1900/1, p. 8-10; same, 1901/2, p. 6-9 (Recommends "library edition")

American Library Association urged the matter till it got in 1907 the plain title edition for depository libraries, which leaves, however, the confused, waste-producing system still rampant.<sup>58</sup> Reprinting should take place only when that original edition is exhausted, and should be like the original in form.<sup>59</sup> While the three series mentioned were in existence an executive report could, and certain ones did, appear in four editions that were due solely to the series reprinting, besides other duplication due to causes that will be described later.

The evils which result in the public administration, and the inconveniences which arise in library use and practice, especially in the college library and the average public library, from the mixture of Congressional and non-Congressional in the Documents series of both houses, may be summed up under two heads: (1) the bibliographical; and (2) the economic.

### *Reprinting bibliographically bad*

Bibliographically, as judged by standards of good publishing methods, these two series, House Documents and Senate Documents, are a hodge-podge, a heterogeneous jumble, the like of which no private publisher nor any publishing society has ever issued. The most all-

of annual reports and other department publications); same, 1903 4, p. 5; same, 1904 5, p. 5-7; same, 1909 10, p. 6-7.

See also Monthly Catalog, Jan., 1908, p. 263-272; same, Feb., 1910, p. 373-378; same, July, 1913, p. 10.

See also Document Index, 60th Cong., 1st sess., 1907-8, preface.

See also testimony of superintendents of documents as follows: — Crandall: Lib. Jour., 22: 160, 1897; same, 25: 65-67, 1900. Ferrell: Lib. Jour., 26: 671-674, 1901. Donath: A. L. A. Papers and proceeds, 1912, p. 309. Wallace: A. L. A. Papers and proceeds, 1913, p. 357-358.

<sup>58</sup> See among many expressions of this, more or less clearly thought out and stated, Lib. Jour., 27: C92-C96, 1902 (R. P. Falkner); same, 28: C102-C106, 1903 (R. P. Falkner. Both the preceding ask for a "library edition"); same, 32: 207-208, 1907 (W. S. Burns); same, 35: 328, 1910 (A. L. A. Council adopts resolution against reprinting department publications as H. and S. Docs.).

The non-depository libraries, in common with individuals, in short, everybody and all libraries who get their supply through members of Congress, receive the Document edition.

<sup>59</sup> "Separates," of course, or the reprinting of part of a work for distribution to those interested in that part only, as the chapter on clay products in Mineral Resources, are excepted, being necessary and useful.

embracing series, like Bohn's or Everyman's libraries, usually make groups, such as classics, science, belles lettres, etc. And the great national academies divide up into sections which issue their publications separately. By the chronological numbering, as has been explained, there are strung together Documents large and small, ephemeral and standard, highly technical and trivial — the report of the Immigration Commission in forty-one volumes, Hinds's Precedents in eight volumes, the President's messages on vital national policies, alternately with the findings of the Court of Claims in the case of John Jones, or a report of examination of Fish River, Alabama, or horse claims rejected by the War Department.

This heterogeneity exists, it is true, among the House and Senate Documents that are genuine Congressional papers, also among the Reports of the two houses. But for both of these, being mostly from one leaf to a few pages only, nothing better than the chronological sequence numbered arrangement can be devised. The non-Congressional publications bulk as 75% of the Senate and House Documents, though in number of titles they are only 20%; they are mostly large works; they are specialized in subject, coming from publishing offices each of which has its definite and restricted field of action. The removal of these would simplify the two Documents series and reduce the evils charged against them from the bibliographical standpoint. To bring these series up to good publishing standards elimination should not stop with reprints of department editions only. Every work important in subject matter and large enough to be issued independently, reports of Congressional or mixed commissions especially, should be published as an independent work, leaving to the series only the minor publications which have to have a number as a handle by which to keep track of them.

If any one is inclined to make light of this mess, let there be urged further the effects of the mix-up in various directions.



First, to the public it is genuinely confusing. The average citizen is not acquainted with the various bodies of the United States government, but he knows there is legislative, an executive, and a judicial branch. If, now, one could say to him—here are all the publications of Congress in four series, contents as before enumerated (see page 75), making all together what is called the Congressional set. Outside of these are the separate publications of the ten executive departments, and of the independent offices and establishments, and of their subordinate bureaus, and also of the various courts, also of all specially organized boards or commissions, only one edition of each publication—then clarity would reign and difficulties vanish. He would only have to ask whether the publishing body was of the legislative, the executive, or the judicial branch to know whether the work was in the Congressional set or not.

Second, to the Documents Office the numerous editions bring increased labor, as the office preserves and catalogs every edition. The monotonous repetition of "Same" in the Document Catalog is due to the multiplication of editions.

Third, when several editions are in existence, they may be mistaken for different works, and an artificial demand is stimulated. The uninformed student will take pains to get each separate one, only to find in disgust that they are all the same. The librarian, fearing to reject something of value, as only collation of each with the others will prove them to be identical, perhaps resolves to keep every edition. But to cut off the supply of duplicate copies has been one of the avowed objects of the Printing Investigation Commission and its work. To reduce the supply to the working minimum, one copy or edition only to any recipient (except extra copies needed for actual use) is a necessary first step. so the commission has thought, toward learning what the demand actually is on which to base the size of edition to be ordered.

Fourth, to pursue further the bad results to the libraries of reprinting in this series, they may be expounded as follows.

Libraries in general keep their books in groups according to their subjects. Though this entails labor, the claim is made that it pays in economy and quickness of service, increased convenience, aid to the memory, saving of steps to the staff, and the display of the library's resources on any topic on a glance at the shelves. The subject arrangement is supposed to acquaint the reader with authorities which otherwise he might not find, and to stimulate the use of them. But the unexpurgated Congressional set can not be adjusted to any subject arrangement unless its volumes be scattered. Some librarians there are who carefully examine and identify the various editions in which the departmental publications come to them. They class in the subject place one edition, preferring the plain title edition, but, failing that, using a House or Senate Document edition. That its place in the Congressional set is left vacant they consider immaterial. They discard all other editions. This practice has the advantages that the subject group on the shelf does not lack the government published works that are among its most important material. It makes the government publications share all the benefits claimed for subject grouping. And it does away with duplicates except where extra copies are actually needed.

When it is the House or Senate Document edition that must be used in the subject place, the disadvantages are that it has obtrusively on its binding a series title and numbering that mislead and hide the actual title of the work. And, in a depository library, the series of Senate and House Documents on the shelves will have great gaps in their numbers which may represent volumes lost or never received, or only removed to subject place. Some documents are there and others dispersed to various places to which their subjects took them, and

no one knows where a desired volume will be found till the dummy tells the tale or some index is consulted.

The exclusion from these two series of all the specialized department works, and of everything except the minor Documents which can be cared for only by numbering and gathering into volumes, would immediately remove these disadvantages. This end is attained by the issue to depository libraries since 1907 of department publications in plain title editions—since 1913 in the department cloth binding. And it has reduced the asking for duplicates unless the use requires them. It is true the sorting out and separating of departmental from the Congressional has not been done with all the consistency desirable, but errors in placing individual works possibly would be corrected on petition from the librarians.

The advantages of subject placing and of the plain title edition were recognized in a decision of the council of the American Library Association of May 31, 1910. By this the depository libraries are advised that all publications listed in the Schedule of Volumes at the end of the Document Indexes in light-faced type should be classed in their subject places, while those in heavy-faced type may be left together to form the expurgated or genuine Congressional set. Owing to many inconsistencies,<sup>60</sup> as above noted, in the Schedule of Volumes, the rule might be modified to read: class under subject all in light-faced type, and also those in heavy-faced type that are of sufficient size or importance to be so classed.

If a depository chooses to follow a course contrary to the subject placing here described, and tries to keep its Congressional set intact—it will work out as follows. For every Document wanted an index or catalog will have to be consulted first to find its serial or Document number. Each annual report of a department up to 1907

<sup>60</sup> One instance of this inconsistency is that the Index to the Reports of the chief of engineers, 1866-1912 (H. Doc. 740, 63d Cong., 2d sess.), was sent to depository libraries in the Document edition, notwithstanding that they are receiving the set of reports in plain title edition.

will be separated from its companion reports and must be found separately through the index. The reader using the shelves will miss seeing among the books on a subject the important government material, and becoming acquainted with it. And this material when wanted will have to be brought from another part of the collection by an attendant or the reader must go there for it. Or perhaps the library may try to keep its Congressional set complete and together, and in addition a file of plain title duplicates in the subject place. This is no less wasteful of shelf room than it is of government printing.

The economic arguments which follow should have weight with those, if any, who would make light of the preceding bibliographical ones. Economically, the series printing and reprinting involve large waste of money in administering the public printing.

### *Reprinting economically wasteful*

Economic waste results because, first, it costs more, of course, to put a work to press again for a series edition than to print the needed number of copies all at once in one edition.<sup>61</sup> This extra expense might be deemed negligible. But further bad results follow.

Waste is caused, secondly, by the fact that every publication included in the four series of Senate and House, if under 100 pages, must have exactly the same number of copies printed, a fixed number regulated by the printing law or other statute, the so-called "usual number," no more and no less.<sup>62</sup> The law provides for extra copies in some cases, mainly for works over the 100-

<sup>61</sup> Here is not meant the economy of printing part of the total authorized by statute in a first edition estimated to meet the demand, followed by a second edition if called for. The reissue of a plain title work in a series edition is meant here.

<sup>62</sup> "Under that law [of 1895] the public printer is compelled arbitrarily to print a stated number of certain documents (including such as have House or Senate Document numbers on them) without regard to their value or to the demand."—Printing Investigation Commission, Report, 1906, v. 1, p. 4 (Ricketts; Oct. 26, 1905).

page limit, these copies being usually plain title edition. Also, for those over 100 pages, the fixed statutory edition has been modified by the provisions of public resolution 14 of March 30, 1906. According to this, the so-called "edition plan," a preliminary estimate may be made of the number of copies needed, and only so many struck off as a first print or edition, a second edition up to the total of the statute following if the call exceeds the first number printed. Regulations established by the Joint Printing Committee May 18, 1906, and revised 1909 and 1913, prescribe for 129 publications the number of copies of each that shall be put to press as the first issue. This substitutes another rigid fixed number for the statutory one, but is withal a betterment. That the edition of the yearly report of the sergeant-at-arms of the Senate on receipts from sales of condemned property should be as numerous as the brief but weighty report of 1911 of the Railroad Securities Commission;<sup>63</sup> or that there should be as many copies of the estimate for an appropriation to establish certain boundaries in New Mexico as of the report of the Federal Reserve Board, seems absurd. But, except as the order to print or the statute may specify extra copies, there is no help for it; by virtue of the series note, the indiscriminate fixed rule applies. The series is legislated for in a bunch, as a mob of books, and discrimination as to treatment between a folder and a 41-volume commission report, between a work for propaganda or popular instruction and one for service use only, between one for scientific or technical workers and a popular illustrated work, is difficult and awkward to arrange. The "edition plan"; the reduction in issues of the Journals; the curtailment of copies of reports on private bills and simple and concurrent resolutions; the shutting off of printing the "members' reserve"—all these are stopgaps to this unavoidable waste. The only effectual remedy is

<sup>63</sup> House Document 256, 62d Congress, 2d session. 44 pages. Also a plain title edition.

that put through by the Printing Investigation Commission by resolution of March 1, 1907, so unfortunately nullified on January 15, 1908—namely, the elimination of all works of any size or importance from the series and its blanket rule.

Waste occurs, thirdly (though this is only another phase of the blanket system of legislation just discussed) because the Congressional set is given out to recipients designated by statute—namely, officials and offices of the government, members of Congress, depository libraries, etc.—as a unit. Each gets every publication in the set. It is obvious that the intent in supplying these recipients with one or more complete sets of the Congressional series is to keep them informed of the public business. But it would seem that a report of investigations on the mound builders made by the Ethnology Bureau was hardly part of that business, and would not interest most of the department officials or members of Congress. The report of the Treasurer of the United States on the sinking fund of the District of Columbia, and the annual report of the assistant attorney in charge of Indian depredation claims are necessary for routine record, but do not seem of such interest that every member of Congress will want to preserve the annual issues. The reports of the tests of metals and other materials made at the Watertown Arsenal, the Memoirs of the National Academy of Sciences, and the Bulletins of the Hygienic Laboratory are scientific and technical researches which the average non-scientific reader can hardly understand, much less read to his profit. Does the reprinting of these benefit either the member of Congress or his constituents? Or, if only reports are made Documents, would the report of the Indian Affairs Office or of the Reclamation Service touch the activities of the representative from a downtown district of New York city, or that of the Ordnance Bureau of the Navy those of the member from an agricultural district of Kansas? It is presumable that a member of

Congress may wish to possess and have at hand the papers in which are printed the actual activities of Congress and of the sessions in which he has taken part. But to load upon him in addition numerous reports of administrative bodies or of scientific or technical bureaus to which he sustains only the remotest relations,<sup>64</sup> by including them in the Documents of Congress sent to him, is to give him in the majority of cases what is not wanted, will not be used, and so is total waste. Any one of these reports is available to him at any time on request to the department that issues it. And the necessity of every senator and representative stocking up with everything the nation publishes in order to keep himself informed should not now be so necessary since the legislative branch of the Library of Congress has been established expressly to supply him with publications and information whenever he needs them.

The fixed quota of publications assigned to each member of Congress for distribution, and the remedy for that provided in the new bill by the valuation plan have been previously discussed in the section on Congressional distribution. Also they do not belong solely to the Congressional set.

Waste and abuses arise, fourthly, because in an overloaded, encumbered Congressional set the individual work gets lost, it escapes attention. As there is no one responsible for the editing of the set, almost anything is possible to happen in it, except economy and system. Besides accidental waste, there is always danger of some publication, useless and extravagant or serving special interests, being foisted upon the printing appropriations under cover of the series without its extent and expense being suspected. In a more simple, less comprehensive set these would not escape detection.

It is the problem of the private publisher, on which depends his commercial success or failure, to ascertain the

<sup>64</sup> See U. S. Congress. H. of R. List of reports to be made to Congress by public officers. Dec. 4, 1916. 28 p. (H. Doc. 1407, 64th Cong., 2d sess.) This list is now issued each session.

actual demand for every publication, and to adjust the size of the edition to it. The plain title edition of a work can be printed in the number of copies estimated to satisfy the demand, and can be sent to only those officials, libraries, and individuals who want it and will use it. Because it is not easy to make this adjustment exactly and simply, even under the edition plan, for anything that is a numbered Document of Senate or House, it follows that that form is not one in which to issue works of any size or specialization. The reader who wants the report of the Children's Bureau is liable to get it, if it comes in a Document edition, bound in one volume with a number of Documents he does not want.

### *Summary*

To recapitulate:—The bad results from publishing department and other independent works in the Congressional Documents may be summed up as follows. (1) It is confusing and is the cause of difficulty in understanding the publications. (2) It makes the set too jumbled and heterogeneous as to subjects and sizes. (3) It creates extra and useless labor for the government catalogers. (4) It makes an edition not suited to subject arrangement in libraries nor to keeping files of annual reports and other serials together in order. (5) It is an edition which, further, is always later in coming out than the plain title edition. (6) It increases the demand for duplicates. (7) It increases expenses of publication. (8) It foils effectually efforts to learn the actual demand. (9) The Document edition does not adapt itself to or is likely to evade the attempt to vary the number of copies printed to suit the demand. (10) It is impossible to distribute the Documents according to their subject matter and the want, and dumps much that is not wanted, and for which the recipient has no use, upon both Congressmen and the public.

If it be asked: how did the reprinting of publications



of executive bodies among the Congressional Documents originate and what caused it? — it may be said that, like the distribution of the national publications by Congress, it grew up and dates from the earliest times. Then the little that Congress published was the total output, and the voluminously publishing departments and bureaus of the present day were many of them not even in existence. On the side of Congress there was the inducement to extend the Congressional dragnet over more and more publications because an elusive and unheard-of publication which a constituent might chance to claim from a busy representative was sure, if a Document, to be within reach. And, to the departments, until the law was recently changed, there was the inducement that getting a publication printed as a Document transferred the whole expense of its printing from the department's appropriation upon that for Congress. By public resolution 13 of March 30, 1906, the department now pays from its own appropriation, for any work originating with it, the initial expenses of publication — that is, composition, stereotyping, illustrations, and the like; the balance of the cost, however — for presswork, paper, binding, etc.—being shared by Congress in proportion to the number of copies it uses.

What are the advantages of the system? Aside from precedent and habit, they are simply those of tying a number of things together with a string. The things are sure to be all there when you untie the bundle, none lost. And laws can be made as to how many bundles shall be printed, and how the bundles shall be distributed, with less trouble than to sort out all the things in the bundle and treat each on its merits. But now, as every publication is listed by the Documents office and, if non-Congressional, within a few hours or a few days of its coming off the press is given its individual number according to the Document library classification system, this makeshift expedient is no longer needed.

In how haphazard a way it is all managed, and of how little consequence to the lawmakers it is whether a publication is reprinted as a Document or not is shown by numerous cases of works that have either never been in the Documents series, or have been some years in and other years out, without any one's noticing in either case.<sup>65</sup>

It has been the avowed object of Congress on certain recent occasions (the child labor law of the District of Columbia for instance) to pass a model law for territory where it has jurisdiction which the state legislatures might copy. Here among the official publications, which are such a huge item in the budget of every state and municipality, to set up an administration and methods which will show how to secure economy and good business management among them, is a duty and an opportunity which Congress should recognize and not shirk.

If there be any who regret the passing of the dragnet Congressional series in its fullest redundancy, reprints and all, in spite of the evils in its train, to them this cold comfort may be offered. By withdrawals from the set in many cases and by stoppage of distribution in others, as described under our fifth topic, the set is irretrievably honeycombed and altered. By many eliminations its several consecutive numberings have now become inconsecutive and broken. The ever enlarging mass of United States official literature outside of the Congressional series makes more evident every day the

<sup>65</sup> The report of the Supervising Architect since 1878 to date has never been printed either in the department report or as a Document. The report of the Life-Saving Service from 1872 down to its merger (1915) in the Coast Guard was never a part of the department report except once (1876) nor a Document except in that case and once again individually (1881). The Public Health Service report has been in the department report only by summary and is not there even in that form now, and from 1872 to 1903, when its present reprinting as a Document began, it was only once (1872) so printed. The American Ephemeris and Nautical Almanac, technical mathematical tables, was a Document in 1886-1889, and again in 1896-1902, but is no longer one. The report of the Immigration Bureau from its beginning in 1892 has been a Document only in 1903 and 1904, and since 1904 as a part of the department report, in abridged form. The Checklist will show many other like cases.

insufficiency of the series to continue to fill its aforesaid rôle — that of a representative gathering of the most important of the national publications.

More space has been given to this topic because Congress comes and goes, but the Documents problem goes on forever. Official Washington of today knows little of what its predecessors have threshed out and made plain for themselves. The idea has been to bring together here for permanent reference the testimony and facts brought out in the most recent of the decennial printing investigations. Except the observations on library practice, all arguments and facts have been drawn from the government publications themselves. The applications to library practice will, it is thought, appeal most strongly to those libraries which make the largest use of the scientific and technical and other specialized subject publications; not so much, doubtless, to the state library and the document department.

#### *7. Reprinting bureau and sub-officials' reports*

Seventh, reprinting in an added edition, causing confusion and duplication, is done also in another way, this time in the administrative reports only. It arises thus: Official no. 1, at the bottom of the ladder, sends a written report to official no. 2, his chief. Official no. 2 appends said report to his own report made to official no. 3, his superior. No. 3, reporting to no. 4, his superior, includes reports of nos. 1 and 2. No. 4, if still a subordinate, makes his report and sends along those of 1, 2, and 3, as part of it. Examine the report of an executive department or of an important bureau of a date before 1906. There will be found, first, the few brief pages of the report of the chief officer — like the short, swift upward shoot of a skyrocket, expanding at its end into a fiery display that overspreads the whole heavens; or, in the case of the report, into a concatenation of appended exhibits, tables, sub-reports, and sub-sub-reports that swell the whole to a bulky volume. As the total aggre-

gation is paged continuously, it is difficult to discover the connection and relations between the parts; or, especially if bound with other documents, to know where one ends and another begins. A table of contents or index is often lacking, sometimes faulty.

A few hints may help the tyro in public documents through any such tangle, now, happily, almost a thing of the past. The Government Printing Office uses the sign O at the end of a completed publication where in old books one sometimes reads *Finis*. The report of the chief is often paged with roman numerals, the appended papers and sub-reports being in arabic page numbers. This report of the chief discusses or summarizes the work of each sub-bureau in turn, and in the table of contents these paragraphs of the chief's report are often enumerated in prominent type under the names of the bureaus. The beginner is cautioned not to mistake these references in the contents as meaning the report itself of the bureau. That will be found, probably, further on in arabic page numbers. It is sometimes helpful to look for the signature of the chief, as that will usually be at the end of the main report and immediately preceding the appended papers and sub-reports; but sometimes the report is not made up in this way and this resource fails us. Incidentally, it is well to notice the address, which stands either at the beginning, or at the end of the chief's report to the left of his signature; very infrequently at the end of the volume. This shows to what superior officer or body—Congress, the President, or a department head—the chief is required by law to make his report. But sometimes this also is lacking. Notice also the letter or letters of transmittal at the front. Note to whom the report is transmitted, by whom, and from whom as the original author or compiler, and any other bits of information.

Where the sub-reports are themselves of a size to make one or more volumes, the clumsiness and waste of reprinting them with the superior officer's report be-

come more apparent. It is the policy of the federal administration to group all activities as subordinate bureaus under a few comprehensive departments, rather than to multiply small independent bodies. The departments of the Interior and the Treasury are the two on which have been saddled in the past the greatest number of miscellaneous bureaus, although both departments have been greatly relieved since 1903 by the transfer of many such bureaus to the present departments of Commerce and of Labor. It will be instructive to compare the methods of these two departments as to printing the sub-reports of bureaus under them. The report of the Interior Department of 1900 consisted of sixteen volumes, containing reports as follows:—

- v. 1. Secretary of the Interior, and Land Office
- v. 2. Indian Office
- v. 3. Five Civilized Tribes Commission, etc.
- v. 4-5. Miscellaneous
- v. 6-14. Geological Survey
- v. 15-16. Education Bureau

Of these volumes all except v. 3-5 are reprints of separate plain title or bureau editions occupying one or more entire volumes. Of volume 3-5, smaller reports, each or most of them were also issued in a limited edition in paper covers.

Contrast the Treasury Department report for the same year. It is in one volume, and includes reports, summarized or without appendixes, of only five bureaus, the strictly financial ones.<sup>66</sup> Among bureaus omitted from it, to name only those now belonging to the department, are the reports of the Coast Guard, of the Bureau of Engraving and Printing, the Board of General Appraisers, the Public Health Service, the Supervising Architect, and others. These omitted reports all have due publication in separate form, and are distributed

<sup>66</sup> These five included reports have also one or more bureau editions apiece, in addition to the two editions (plain title and House Document) as part of the department report, these last two in brief form without appendixes, it is true.

separately to the persons needing them, an entirely different and distinct set of persons for each bureau. The Treasury Department report is one of the longest series among United States government publications, has been continuous since 1790, and has regularly been only one volume or less in size.

The advantages, in simplicity, and in economy in distribution, of the Treasury Department plan of detached publication of subordinate reports seem self-evident. There suggests itself the practicability as well as desirability of extending this method into every department report; and of publishing and paging independently, in one edition only, each and every sub-report, no matter how brief. The small ones could all be bound together in order, in much the same way as the miscellaneous Documents of Senate and House are, or any set of bulletins is, to make the combined and entire file of reports of the department and its bureaus. The report of the department head should, of course, contain a statement of the subordinate bureaus whose reports for the year have been printed to accompany its own.

To make clear — according to this plan, in the set of Interior Department reports before described, not only would v. 1, 2, and 6-16 be published detached and in the bureau edition only, but also v. 3-5 would be composed of separately published and paged reports bound into those volumes. As a fact, and as the Document Catalog will show, all, or nearly all of these bureau reports, even of only a few pages, are printed separately, with either separate page numbering or the page numbering of the department report. In the latter case the Document Catalog calls them "separates." In either form they are a necessity to the bureau for separate distribution to its officers and others interested.

When the aggregation described above as the report of the Interior Department is again reprinted as v. 26-41 of the House Documents of the 56th Congress, 2d ses-

sion, as is the case, the evil is flagrant. It may be added that the full department edition of the War Department report for 1900 filled twenty-eight volumes, and was reprinted as v. 2-23 of the House Documents of the same Congress (serial numbers 4070-4097).

In accordance with the executive order of President Roosevelt of January 20, 1906, and various laws to improve methods of publication put through by the Printing Investigation Commission of 1905-1913, and since, the reports of the executive departments and bureaus have been much compressed, shorn, and reduced in size, and the most complicated examples are before that time. But the plan of having only one edition of each sub-report, the bureau edition, separately paged, as outlined above, has not yet been tried.

A greater number of reports of bureau grade have of late years come to be reprinted in the Documents series independently and outside of the report of the department. The result is an increase in duplicates or editions. The report of the Engineer Department is a bulky example. Editions printed are usually: — (1) the pamphlet report of the chief without appendixes; (2) same in the plain title edition of the department report; (3) same in the Document edition of the department report; (4) same with appendixes, separate plain title bureau edition; (5) same, Document edition. The entries in the Document Catalogue do not show (3). Of these there should be abolished (2), (3) and (5).

To recapitulate: — the results of incorporating sub-reports in the report of the chief are (1) confusion — the reprinting of the text of each as many times and in as many combinations as there are official grades between it and Congress; (2) waste — the necessitated distribution to those who want, let us say, the report of the governor of Alaska, of all other documents between the same covers and in continuous paging with that; and (3) disorder — users of the publications would undoubtedly

rather have all the annual reports of the governor of Alaska bound together in the order of years in one volume, than the reports of all the territorial governors for one year together.



## XII

### Since 1895: The Future

By the printing law of 1895 it was doubtless the aim to put the public printing on a sound and permanent basis of efficiency and economy; to give the Government Printing Office effective administrative supervision; to establish good methods in the publishing of the national literary output; to provide that there should be preservation of the national publications to supply public needs in well-distributed, free depository libraries; to centralize distribution whether by sale or gift; to provide the necessary catalogs and indexes to keep everybody informed of what is being published; and to eliminate all that is useless and excessive. Under the various sections attention has been called to where the law in operation has fallen short of effecting all these results; also to opinions of experts as to what remains to be done, and in what directions further steps should be taken. A brief review of the events of the twenty years' operation of the law and its amendments will enable the reader to judge whether these statements of shortcomings and these counsels are just and reasonable.

In ten years from 1895 the expenditures of the Government Printing Office more than doubled, increasing from \$3,473,780.92 for the year ending June 30, 1895, to \$7,080,906.73 for that ending June 30, 1904. President Roosevelt, in his annual messages for 1902, 1904, and 1905, called attention to this rising tide of cost, which appeared to be likely to continue mounting up.

The Committee on Department Methods, otherwise known as the Keep Commission,<sup>67</sup> appointed by President Roosevelt to study the entire administration of the

<sup>67</sup> The members were: C. H. Keep, assistant secretary of the Treasury; F. H. Hitchcock, postmaster-general; Lawrence O. Murray, comptroller of the currency; James R. Garfield, secretary of the Interior; Gifford Pinchot, head of the Forestry Bureau.

national government at Washington, made a report on the public printing January 2, 1906, which included among its principal recommendations the following:— first, that the Government Printing Office be placed under one of the executive departments,<sup>68</sup> thus making the public printer, as an administrative officer, responsible to a member of the Cabinet, to whom, with the President, the country has entrusted the national administration. It has been shown that, owing to the phenomenal demands of the printing of Congress, which, during its sessions, must always be served first and with a rush, the loss by Congress of its close connection with and control over the Printing Office might work havoc; and that a permanent board of directors, on which should be represented both Congress and the publishing offices, offers a better solution than either department or Congressional control exclusively.

A second recommendation was that minor matters of “form, size, style, paper, type, make-up, and binding” be passed upon by a commission on bookmaking to consist of the librarian of Congress as chairman, the public printer (perhaps to be represented by the superintendent of documents?), a representative of the department which does the most printing, and two publishers of large experience in bookmaking and not in the employ of the government. At present, in the stage to which systematized control of the national publishing has advanced, it is shared between, first, Congress—through the printing committees of both houses and the statutory powers of the Joint Committee on Printing; second, the publishing departments; and third, the Government Printing Office.

The Joint Committee on Printing is a political body of changing make-up, whose members are immersed in the great American game of politics. Their own personal and political fortunes, the interests of their home localities, and great national problems demand their at-

<sup>68</sup> The Commerce Department was the one designed to take it.

tention. Even if the clerk of that committee is long in office and acquires familiarity with the details of the printing, and is a wise and tactful executive, it still is not in accordance with our plan of government that a committee clerk should exercise control over a great government establishment like the Government Printing Office.

As for the departments, each is pressed and overburdened with its own special work. The Government Printing Office itself is a manufacturing plant for books, not a publishing house. Each of these three bodies pulls for itself, without cooperation or adjustment of the system as a whole.

Section 74 of the new printing bill provides that the public printer shall consult with the chiefs of the divisions of publications which the bill requires that the departments shall establish, and with the printing clerks of the two houses of Congress, "in the preparation of rules governing the forms and style of printing and binding at the Government Printing Office, which rules shall be subject to the approval of the Joint Committee on Printing." Even did this provision amount to more than securing that each body concerned should have its say as to "forms and style," we note in the board recommended by the Keep Commission, first, the expert trained in bibliography and library methods, represented by the librarian of Congress; next, the experienced publisher; and, last but not least, the non-political management. It is to the lack of this kind of directorship that the faults in our national publishing are directly, it might almost be said wholly, due.

To this proposed board, which should be a permanent body, there should be committed, besides matters of publishing methods and make-up, also the ordinary daily questions as to size of edition, reprints, etc., and as to distribution, with investigating, discretionary, and regulating powers — within limits — such as the public service commissions have. It should have authority to make

rulings as the public service commissions do. The handling of these matters by a board or commission would relieve the statutes of a mass of detail, and would put an end to the practical absurdities which result from enactments rigid and the same for all kinds of publications, for all circumstances and all time. It would substitute that elasticity in applying a system, and that adaptability and exact adjustment which a private publisher must use. In this connection there may be suggested the desirability of having the bibliographical staff of the Documents Office represented on any such board of editors, as they have more intimate acquaintance with the national publications than any other body in existence. Of course it is understood that the board would have no authority over the contents of the works passed upon, and would not dictate to any branch of the government what it should or should not publish.

Third among the recommendations of the Keep Commission were various suggestions for condensing and shortening the annual administrative reports, such as printing in summary, not in full, sub-reports made to an office below the department rank; excluding text of laws, etc.; and the like.

This third recommendation was made effective by President Roosevelt — who took a lively interest in reducing the riot and extravagance which he believed existed in the government printing — in an executive order issued January 20, 1906. He cautioned against overloading reports, and formulated directions as to what was to be omitted, e.g., scientific treatises; unnecessary illustrations; non-official contributions; reports of lower grade officers except in summary; laws; biographies and eulogies; personnel; tables; specifications; lists; etc. The order also directed the establishment in each of the executive departments of an "advisory committee on the subject of printing and publication"; adding, "And at least one member of the committee shall have had practical experience in editing and printing." On June 25,

1910, the Printing Investigation Commission<sup>69</sup> stated that "The order has fallen into almost disregard."

True to precedent, no ten-year period to be without its investigation, in the deficiencies appropriation act of March 3, 1905 (58th Congress, 3d session), Congress gave to the Joint Committee on Printing the powers of a Printing Investigation Commission, to summon witnesses and make inquiry into the national publishing, and report "remedial legislation," if, in their judgment, needed. Later acts continued the life of the commission and extended its field of investigations, so that for seven years it was actively at work, during the 59th, 60th, 61st and 62d Congresses, expiring with the latter Congress on the 4th of March, 1913. According to Senator Smoot, the expense of this investigation was something under \$35,000.<sup>70</sup>

Its recommended "remedial legislation" is the printing bill so often referred to in these pages.<sup>71</sup> This was framed by the commission and first introduced in the 60th Congress, and reported on in both houses in the 2d session, in February, 1909. It has been before Congress ever since, has been progressively much amplified, and has undergone much modification. At date of writing it has not become law. Further hearings on the bill have been held, since the commission expired, by the printing committees of House and Senate. This bill, as has already been said, is a codification of the laws administering the Government Printing Office and Documents Office, and the printing, binding, and distribution of the national publications. It repeals the law of 1895, superseding that and the various enactments which cluster around it. It is greatly needed to bring together and so simplify the total body of law on the public printing, now much scattered.

But, outside of this general bill, which includes some

<sup>69</sup> See its report of that date, page 51.

<sup>70</sup> See his speech in the Senate, March 12-13, 1912; or Congressional Record of same dates.

<sup>71</sup> See, beyond, Bibliography: Printing Investigation Commission.

new provisions, the commission has secured at different times legislation to effect urgent special economies and reforms. Among these are the two laws of March 30, 1906, requiring departments to pay main costs of their publications which are Documents of Congress (public resolution 13);<sup>72</sup> and for the "edition plan" of issuing publications (public resolution 14);<sup>73</sup> also the law of March 1, 1907, for a number of details, none more far-reaching and important than the requirement that reports and other publications of departments shall not be printed as Documents of Congress.<sup>74</sup>

This measure from the beginning was judged by the commission a reform most necessary of enactment. It became law without opposition on March 1, 1907, 59th Congress. It was repealed on January 15, 1908, 60th Congress. The substitute measure restored the Congressional series as before for members and officials of Congress in Washington, but gave department publications to depository libraries in a plain title edition. Non-depository libraries and persons deriving their supply from members of Congress, of course, get the Document edition. This retrogression to the old plan for every one except the depository libraries was done on the urgent protest of the officials who handle the books for Congress that they knew of no way to handle department publications if they did not have series numbers on them. This is no doubt a genuine distress, but with the remedy near at hand, as the same difficulty has been met and solved in the Documents Office.

Convinced as the commission was by overwhelming testimony of the mischief of reprinting department publications as Documents, and having demonstrated by the law of March 1, 1907, the approval of Congress of its stoppage — still, in framing the new bill, the commission felt under compulsion to concede something to these old-

<sup>72</sup> Discussed also under "Why Bewildering": topic 6, p. 89.

<sup>73</sup> Discussed also under Edition and Demand, p. 50, and under Why Bewildering: topic 6, p. 85.

<sup>74</sup> Discussed also under "Why Bewildering": topic 5, p. 71.

time employes. The new bill provides for changing the existing way of dealing with department publications, and will try an experiment with them. It may fairly be called an experiment, as it is a way never tried before, and it is quite uncertain as to how it will result. It is a purely compromise measure.

It adopts first the principle so often and from so many quarters laid down as an axiom, namely, that each work shall be printed in one edition or form only. Then, as but a small proportion of the department publications, excluding the scientific, scholarly, and technical ones, are handled by the libraries, the document rooms, and the folding rooms of Senate and House, which these protesting officials represent — especially as now the Library of Congress and the Documents Office supply expert assistance — it was thought that these officials should be content with some, not all of the department works. The department reports are now restricted to administrative business, all professional papers and technical matters being put into other publications of the department. Therefore the bill makes an arbitrary distinction — in this class it puts the department reports; in that, all other publications of the department. The reports are to be printed as Documents. All other department publications are to be printed in plain title form. This distinction is justly called arbitrary, because the administrative business of the report of the Coast and Geodetic Survey, of the Standards Bureau, of the Naval Observatory, the Ordnance Department, and of many other specialized bureaus, is highly technical; and the classing by form — reports on this side, other works on that — is on a faulty basis, and does not effect the division between governmental business material and technical material that is sought. And although, in the letter, the bill states its adherence to the rule of one form only of such work, yet, as the Joint Committee on Printing announces that the library copies of the Document editions of annual reports will be bound like the plain

title edition, there will still be two editions existing of them. And as to uncertainty of result — whether a protest will be made by the departments, following the discovery that they are being robbed of their department edition, and must accept the Document edition with the complications that hang upon anything entangled in the Documents series, that will effect a restoration of their department edition, remains to be seen.

If the reports of "more than 400"<sup>75</sup> government bodies are to be made part of the Congressional series, with no department edition of them, there will be introduced into that series a variability as to size of edition needed, and as to distribution, far beyond the worst that was known in the days of pre-bibliographical reform, and staggering to contemplate. The public desiring reports of the Agriculture Department and the Education Bureau is far more numerous than, and not at all the same as that desiring the report of the National Home for Disabled Volunteer Soldiers, or of the Treasurer of the United States on the sinking fund of the District of Columbia; or of the Reclamation Service; or of the Government Printing Office; not to speak of the scientific bureaus, of mines and fisheries, the Geological Survey, etc. It is true that the edition plan can be applied to these as Documents. But as one main purpose of tying together in a series is to issue in a fixed number, and supply as a unit, at least this purpose can not be urged as an excuse for so publishing reports so diverse and unconnected.

The conclusion to which the commission came on the subject of reprinting is well stated by Senator Smoot in Senate Report 414, 62d Congress, 2d session, on S. 4239 (page 23). "This is proposed to avoid the printing of the same report or document under two designations, which will operate to eliminate the distribution of the

<sup>75</sup> See paper by G. H. Carter in American Library Association, Papers and proceedings, 1916, p. 310.



same report twice to the same library. At the present time this duplication results in a shameful waste of government publications, and is also very confusing to the recipients of the same." Senator Smoot's comprehensive and masterly speech in the Senate on March 12-13, 1912 (Congressional Record 48:3244-3254), under the heading, "Waste of Public Documents,"<sup>76</sup> states the facts brought out by the investigations of the commission.

The abolition of the "members' reserve"<sup>77</sup> by law of June 25, 1910, is the last to be mentioned of important single reform measures prepared and passed by the Printing Investigation Commission.

The pending general printing bill re-enacts all these separate measures of reform.

### *Summary of reforms needed*

The fact that, throughout the whole history of the present system of administration of the public printing, within so short a period as ten years after an investigation and its reform measures, similar bad conditions always recur, forces upon us the question: does the "remedial legislation" go to the root of matters and really remedy? Or, applying it to the draft of legislation as it stands today: does the proposed bill embody a full program of reorganization which will make impossible the recurrence of bad conditions in future? Such a program of reforms—to gather up the recommendations heretofore made and present them as a whole—should include the following:—

NOTE.—Those double starred are provided for in the bill; those starred the bill provides imperfectly, perhaps in some cases taking the furthest step in the direction of reform that it is possible to effect at present.

(1) The management of the Government Printing Office by a board of directors representing all interests, with continuity of service and freedom from political in-

<sup>76</sup> Pages 43-46 of separately printed speech.

<sup>77</sup> Discussed also under Edition and Demand, p. 49.

terference for both board and public printer, so that they may give it the same business management and efficiency that a private firm has.

(2) The establishment under these directors of an editorial board or officer of bibliographical education and experience who shall have discretionary powers for each publication and in general to settle minor matters of style and materials, publishing methods, size of editions, reprinting, and supply and demand, which details shall then be omitted from the statutes.

(3)\* The selection, as a Presidential appointee, of the superintendent of documents from among the ranks of the librarians; or the requirement in the appointee of the same literary and bibliographical acquirements combined with administrative capacity as the librarian of the large public library must possess.<sup>78</sup>

Or else — the transference of the cataloging and bibliographical work of the Documents Office to the Library of Congress.

(4) The separation of the publications of the executive and judicial branches of the national government from those of Congress. The publishing of each work of any size or importance independently of any series and in only one original form or edition. That to be the plain title department edition for everything originating in the departments, the Congressional series edition for such only as originate in the sessions of Congress.<sup>79</sup>

(5) The abolition of free distribution by members of Congress.<sup>80</sup> Free distribution to individuals to be restricted to that made for cause by the publishing office.

<sup>78</sup> The bill makes the superintendent of documents a Presidential appointee. He is now appointed by the public printer, and must take a civil service examination, which, as events show, does not prevent too frequent changes in the position.

<sup>79</sup> Provisions for publication in one edition only are in various sections of the present bill, but the one edition for department reports is the Congressional Document edition.

<sup>80</sup> The bill provides the valuation system of distribution by members of Congress, as a step toward ceasing free distribution to individuals. The provision for valuation distribution should be thrown open to cover every-

Libraries to receive publications free on application. Their supply to be through the Documents Office solely. Provision to be made that not depositories only, but every library open to the public may have "just what it wants, nothing more, nothing less, and all from one central office." All other distribution to be on a sales basis, and all sales to be centralized in the Documents Office.

(6)\*\* Depository libraries once designated to be permanently such. Designation to be made by the Documents Office.

(7) Provision that the index to the Congressional Record be made by the trained indexers of the Documents Office; or at least by some person who knows what scientific cataloging is.<sup>81</sup>

(8)\* Supply of the Congressional Record to libraries by the Documents Office.<sup>82</sup>

(9)\* Supply of hearings and other publications of committees to libraries regularly or on request.<sup>83</sup>

(10) Arrangements for a bill depository, preferably in the Documents Office, where pending public (not private) bills shall be kept for a certain length of time to supply demands from libraries, debating clubs, etc.

thing published in which the public and Congress are allowed to share. See discussion under Distribution, p. 59.

<sup>81</sup> The bill provides that the daily Record shall have in future a table of contents. With good subject indexing a table of contents would be much less needed.

<sup>82</sup> Now by Congressional distribution. The bill provides that depository libraries shall in future receive it from the Documents Office. This distribution should be extended to all libraries that request it.

<sup>83</sup> The bill provides that depositories shall receive them from the Documents Office.

## XIII

### Government Organization and Terminology

In a preceding paragraph it has been said that to handle public documents one must think in terms of government bodies. As a help towards this there are given here a few elementary remarks on the organization of the government of the United States and the titles of its various bodies. Lists of these bodies, showing their grades and relations and the departments to which attached, may be found at the end of the Document Catalogs (restricted to those which have published some work during the period covered by the special volume); also a consolidated list is published separately,<sup>84</sup> with title, Author Headings for United States Public Documents, with the same restrictions. Care should be taken to keep every edition of this list, as all together make a progressive table of the organization of the government. Lists may be found also in Everhart,<sup>85</sup> down to 1909, with, under each, a slight history and description of its functions and publications; and in the Checklist, through 1909, with history and publications (but those now non-existent not separated from the present ones). Later lists are in the table of contents of the biennial Official Register,<sup>86</sup> a good bird's-eye view of the present organization; recent issues especially good for temporary commissions and boards; and, latest of all, in the Congressional Directory,<sup>87</sup> this being not exhaustive as a list, but giving also duties of each. The last two give also personnel.

<sup>84</sup> See Checklist, p. 416; GP3.3: 4 and GP3.3: 9.

<sup>85</sup> E. Everhart, *Handbook of United States public documents*. Minneapolis, Wilson, 1910.

<sup>86</sup> See Checklist, p. 321; C3.10.

<sup>87</sup> See Checklist, p. 1616-1621.

Of the three coordinate branches of our government, legislative, executive, and judicial, it may be remarked that the last includes the judges only. The executive officials of the courts — the attorneys, clerks, marshals, and commissioners — the administration of the prisons, etc., are under the jurisdiction of the Department of Justice, which is one of the ten executive departments.

The publications of the federal courts, being strictly legal matter, and most of them not printed nor distributed by the government, but published and sold privately, are given no consideration in this work. In the Checklist and Document Catalog entry for all that are government publications will be found. In regard to lawsuits in which the government is a party, the prosecutions of trusts, etc., it is well to remember that only the opinions of the court and the briefs, etc., of the attorneys for the government are official, those prepared by the attorneys of the corporation being non-official and private.

No further allusion will be made to the publications of the judicial branch.

The legislative branch consists of Congress and its employes. Some bodies of the executive branch, the Treasury Department among others, report directly to Congress, although their heads are appointed by the chief of the executive branch, the President. Also, the three administrative establishments — the Botanic Garden, the Library of Congress, and the Government Printing Office — which are under Congress, are to be regarded, not as legislative, but as part of the executive machinery of the United States. Over the first two it exercises supervision through the Joint Committee on the Library, which differs from other standing committees by being a statutory body, that is, one whose existence is made obligatory and its duties defined by statute. The administration of the latter, as has been said, is in the hands of the Joint Committee on Printing, which has similar status.

Congress handles its business by means of committees. We hear of standing, select, joint, and conference committees, also of the Committee of the Whole House and the Committee of the Whole House on the State of the Union. A standing committee is one existing according to the standing rules of either house, and in permanent charge of certain specified subjects of proposed legislation. Most of the committees of Congress are of this class. A select committee is one specially appointed to consider some special question. A joint committee is one made up of members from both houses. A full list of standing and select committees of both houses may be found in the Congressional Directory. Changes may occur in either class, though the majority of the standing committees runs on from Congress to Congress without change. A conference committee is always a select and a joint committee, and is appointed to adjust differences between the two houses, going out of existence when it has reported — to each house separately through its members on the committee — the results of the conference. The Committee of the Whole and the Committee of the Whole House on the State of the Union are not committees at all, but a parliamentary device by which a deliberative body changes its rules temporarily to facilitate business. The usual phrase is, the House (or Senate) goes into Committee of the Whole.

There are also various bodies sometimes called committees, more often called commissions, or occasionally boards, created by Congress for some special and temporary purpose, and including frequently among their members others than senators and representatives — experts on the subject in hand, or representing the interests of special classes of the public. The purpose of one of these may be of mixed nature, including something of the judicial or administrative; but most often it is one of investigation or inquiry into facts to lay before Congress, or the President, or other head. Such are the Naval Consulting Board, the Tariff Commission,

the National Advisory Committee for Aeronautics, the Railroad Securities Commission, the Printing Investigation Commission, and many others. New bodies for war needs have been recently created, many with large executive functions, and among these are found other titles, as National Defense Council, Emergency Fleet Corporation, Food Administration, etc. But we need give these no special consideration. The status of each particular committee (non-Congressional), commission, or board, as to permanency, membership, to whom reporting, etc., is a matter to be inquired into separately for each, as many bodies so entitled are fixed parts of the government.<sup>88</sup> But this kind of a committee or commission does not usually speak by its chairman or other members on the floor of Congress; nor are bills referred to it for report, although it often shapes and recommends a bill or bills which are introduced into Congress through the usual channels. The report made by the commission ordinarily goes to Congress in the same way that an executive report does, and appears in the Congressional set as a House or Senate Document, not Report. The latest issue of the biennial Official Register will give a convenient list of these commissions existing during the two years covered by the issue. When the Reports of Congress are spoken of, the reports of these commissions are not included.

We come now to the executive or administrative branch of the government, organized into bodies overwhelmingly more numerous and diversified than any the legislative branch has to show.

In the flying notice that we are about to give to these bodies the first fact to be grasped is that they are not standardized; variability is much in evidence and the terminology even of the statutes creating them is often not uniform; so that the most striking thing about any general statement is that it has numerous exceptions.

<sup>88</sup> The General Supply Committee in the Treasury department, and the Philippine Committee on Geographical Names are instances of permanent committees equivalent to bureaus or boards.

This being premised, we may consider the terms: department, bureau, office, division, section, board, commission, survey, and service, which we meet constantly. Of these the first five are the usual terms in the order given for the successive grades of permanent bodies performing routine administrative work, bureau and office being regarded as of the same grade, and used interchangeably. Thus, under any department may be many bureaus or offices. Under any bureau may be a division; or sometimes a body directly under the department, but minor in function, may be termed a division. If a further specialization in organization under a division is needed it may be called a section. The War Department, however, stands alone in using the term department for most of its important bureaus, e.g., the Ordnance Department, the Medical Department, etc. It gives the same title to the territorial divisions of the army, as the Eastern Department, the Hawaiian Department, etc.

Commission and board and, less often, committee, are most often applied to more detached and independent, often temporary bodies, charged with special, sometimes expert work. Survey attaches to a body employed in geodetic, geographical, or hydrographic work, navigation, exploration, or the like. Service denotes a body of employes in most cases distributed all over the country, as the States Relations Service, formerly the Experiment Stations Office; the Customs Service; the Forestry Service, etc. System is used in the sole case of the Postal Savings System.

The term report, as used in the executive, the legislative, and the judicial branches of the government, designates works entirely different from each other. A report from a body which has administrative functions, like the Department of Agriculture or the Bureau of Education, is an account of work done during the period covered, with recommendations for future activities. As



to render a concise statement requires care, it is due to the lack of it that some reports are overladen with ill-digested statistics and details, repeating in one place what is already in print in another, or even the same volume. Also, there tend constantly to creep in between the covers of a report informational or research special papers. The temptation is strong to give the public this helpful material under cover of the appropriation for printing the annual report. This, as said before, has been, for the present, at least, sternly ruled out, and research papers relegated to separate series of bulletins, monographs, and the like.

A report from the legislative branch of the government is an entirely different kind of work. It comes, not from Congress as a whole, but from a committee to which that body has delegated responsibility for recommending legislation on a specific subject. It is not an account of work done, but of investigations and conclusions arrived at. Its subject matter is a constructive measure of legislation which it recommends to Congress for passage or rejection.

The judicial report is again quite another thing. Incidentally it may be remarked that it would be in the interests of definiteness in the use of terms if the reports of the Supreme Court, and of all other courts, state or federal, could have their title changed to "Opinions" or "Decisions" of the court. In this the Interstate Commerce Commission has set a wise precedent. The judicial report consists namely of the opinion of the court with a brief statement of the case. So the reports of the national Court of Claims, of the United States Supreme Court, etc., are not like either of the former two, executive or legislative. The difference in the kind of work called indiscriminately a report, as published by these three different branches of the government, should be borne in mind as the United States publications are examined.

Of the so-called executive departments<sup>89</sup> there are since 1913 ten, namely, the departments of Agriculture, Commerce, Interior, Justice, Labor, Navy, Post-Office, State, Treasury, and War. The head of each is called secretary, except of the Post-Office Department, headed by the postmaster-general, and the Department of Justice, by the attorney-general. Together these heads of executive departments form the President's cabinet, or official advisers and agents for carrying out his policies, corresponding to the ministry in most European countries. The ten departments do not make the sum total of bodies of the executive branch. There are bodies independent of them, some of the most important being the Interstate Commerce Commission, the Civil Service Commission, the Smithsonian Institution, the Federal Reserve Board, the Federal Trade Commission, and others that will suggest themselves. It may be noted that many a subordinate bureau is better known and more important to the general public than the department it is under.

<sup>89</sup> The new printing bill uses throughout the expression, "Departments, independent offices, and establishments"; also, when greater inclusiveness is intended, "Committee, commission, office, department, or establishment of the government."

## XIV

### Things to be Noticed

Certain things which it is well to notice in a government publication have been already mentioned:— the mark O for finis; the signature at end of a report; the address at beginning or end; the letter or letters of transmittal, etc. Sometimes the seal of the publishing body on the title-page gives information lacking in the words of the title. In the Congressional publications is occasionally seen an asterisk in the margin at the foot of the first page. This indicates a corrected print struck off to replace a first print in which an error occurred.

Some publications have, usually on the reverse of the title-page, the words, "Treasury Department document number so-and-so," "War Department document number so-and-so," or the same expression with the name of some other bureau or department substituted. This is often a help in ascertaining the administrative body which is the responsible author of the work, although it can not be depended on to fix the final decision. It should be included in the catalog entry, as it will be found occasionally a helpful item in identifying or correlating two or more documents. The words, "Whole number so-and-so," or some equivalent, or simply a detached number, usually in the hundreds, are seen on some bulletins, etc., at the extreme top of cover or title-page, or in another place. This is not so necessary to include in the catalog entry. Both this and the department or bureau document number serve a purpose, usually that of identification and consecutive file number in the office which issues the publication. But with neither set of numbers will it be advisable to try to check off or keep count of them to see if all are received; for one reason, because

the file may include confidential material or office blanks and forms, etc. Neither is a series entry needed under, e.g., "U. S. Treasury Department document" or "U. S. Education Bureau. Whole number."

## PART II

### Legislative Publications



# I

## General

Congress, the legislative branch of the government, is charged with giving, in the form of statute law, the orders which create and keep in motion the total machinery of the federal government. This excludes, of course, all matters regulated by the constitution of the United States, as well as all which are entrusted to the sovereign states to regulate for themselves according to their own state constitutions and the laws which the state legislatures make for them.

Of the two bodies composing the Congress of the United States, members of the House of Representatives have a term of office of only two years. Senators hold office six years. But as every second year the freshly elected members of the House of Representatives take their seats, there is said to begin then a new Congress. These biennial Congresses have been numbered consecutively from the first in 1789 to the present 65th Congress whose members came into office March 4, 1917. Each senator, then, is elected for the period of three Congresses. But their terms of office have been arranged from the beginning so that they expire, not all at once, but in relays, one third of the membership every two years. Thus, while we have biennial Congresses, with annual sessions, the Senate is a continuous body down from the beginning of the government. The Senate, although the smaller body, yet — because each senator stands for a larger constituency than a representative, and is, indeed, often considered as standing for a sovereign state, not for a certain number of voters — is given precedence of the House of Representatives in all official matters. One hears them called the upper and

lower house respectively. This extends even to the arrangement of their publications, those of the Senate being placed first usually.

A session is a meeting which is regarded in parliamentary law as continuous, but is actually broken by daily or more frequent adjournments, each one specifying a definite time of reassembling. It may last over a number of months. An adjournment *sine die*, that is, without any fixed time for coming together again, terminates a session. The constitution of the United States directs that Congress shall meet at least once a year, beginning the first Monday in December, unless Congress shall fix some other date, which it has not done. Congress has ordered, however, that, of its regular annual sessions, two for each biennial Congress, one session may run along to the very hour of opening of the succeeding session, unless ended sooner by its own vote; but the other must terminate the fourth of March. Thus we have alternately a long session and a short one. It is convenient to recall that this end of the short session on the fourth of March comes always in the odd-numbered years, 1913, 1915, etc. The fourth of March sees also, as each two biennial periods pass by, the inauguration of a President. At noon of this day, as the 63d, 64th, or other biennial Congress expires, the members of the new Congress immediately come into office. The new representatives have been elected (in all but three of the states, in which election is earlier) on the Tuesday after the first Monday of November of the preceding year, and have been representatives-elect all through the short session, of December to March, during which the Congress about to expire has been sitting and making laws. The representative who was elected in November and holds office from the fourth of March, does not begin his lawmaking until the regular session opens the following December, unless urgent business demands immediate action. In that case an extra session may be called by the President at any time after March fourth. As the sessions are



numbered continuously throughout a Congress, if an extra session is called, the regular sessions become the second and third, instead of first and second, in numbering.

The Senate has, of course, its semi-executive functions as adjunct and advisory to the Chief Executive in the approval of treaties and of nominations of officers. It is, therefore, for this purpose only, occasionally assembled in session alone, the House not sitting; but this does not affect the numbers of the sessions, which include only those held jointly, Senate and House both sitting. The printed proceedings and debates of these special sessions of the Senate, those, that is, not confidential and published in the Congressional Record, are usually so slight that they are not made a separate volume, but are bound in with the volume covering the session following or preceding. And the same is done with the Reports and Documents, if any, of these special sessions of the Senate. A convenient table of dates of Congresses and their sessions and the Presidents in office during each may be found in the Checklist, pages 185-188. Another list is in the Congressional Directory.

The regular publications of the legislative branch of the government which will be taken up here in turn may be counted as five, viz:— (1) the Journals of each house; (2) the Congressional Record; (3) the bills and laws; (4) the committee Reports of each house; and (5) the Documents of each house. The laws are included here for convenience. Strictly, an engrossed copy of each goes from Congress to the State Department, where the Bureau of Rolls and Library preserves the engrossed copy, and prints and distributes all editions of the laws.

## II

### The Serially Numbered Set

Three of these five publications, the Journals, Documents, and committee Reports, have from the earliest times been connected together by a certain uniformity of treatment, including make-up, style, binding, laws as to printing and distribution, etc. This has caused them to be thought of together by the public, and shelved together in libraries, as one continuous series known as the Congressional set, or Congressional series, or — calling all by the title which belongs to only one of the series — the Congressional documents. It has also been dubbed the sheep-bound set or sheep set, other government publications being mostly in cloth or paper, while these volumes till 1907 were always bound in full sheep. Also it has been called the serial set from the serial numbers spoken of beyond.

The Congressional set actually consists of six separate and distinct series, or, before the consolidation of the Executive and Miscellaneous Documents into a single series with the title Documents, of eight series. These six series are the Journals, Reports, and Documents (Executive Documents, Miscellaneous Documents) of each house.<sup>1</sup>

<sup>1</sup> It should be observed that in very early Congressional publications these series were not differentiated, nor were their titles always Documents or Reports. It is only beginning with the 16th Congress that the Reports were differentiated from the Documents, and then only by the House. With the first session of the 30th Congress, 1847-48, both the Senate and House publications began to be divided, besides Journals, into Reports and Executive Documents and Miscellaneous Documents. The Executive Documents were intended to include all communications from the President and the executive departments, the Miscellaneous Documents all other papers connected with the business of Congress outside of committee Reports. By the printing law of 1895 and beginning with the 1st session of the 54th Congress, 1895-96, the Congressional set was simplified by consolidating the two series of Executive and Miscellaneous Documents for each house each into a single series with the title Documents. See Checklist, p. xix.

The two Journals, of the Senate and House respectively, consist each of one volume only. But each of the four (or six) other series consist of many separate publications, bound, separately or in collected lots, into numerous volumes. Within each series the publications and also the volumes are numbered consecutively and independently, making a dual system of numbering within each series.

The order of arrangement of the six (or eight) series has not always been the same, but always a session together, the Senate preceding the House, and the Journals foremost. At present the order is, first the Journals of both houses, then the Reports of both, then the Documents. The Executive Documents preceded the Miscellaneous Documents as long as these existed separately. Examination of the tables of the Congressional set in the Checklist will show how the order varied from time to time.

Another set of numbers ties together these six (or eight) series with an additional bond. This is the so-called serial number assigned to every volume of Journals, Reports, and Documents, beginning with the first of the 15th Congress and continuing without a break down to the latest volume issuing today from the government press. This was devised by Dr. John G. Ames, and the full scheme was first put into use in the second edition of the Checklist, 1895. In regard to the serial numbering it may be allowable to repeat here what has been already explained.<sup>2</sup> This is that, while it might seem that to add another to the already complicated sets of numberings would only increase confusion, yet, with the Congressional set as it existed when Dr. Ames assigned them, these numbers were a great help. They provided an absolutely distinctive and short designation for each volume to substitute for the long statement of Congress, session, number, and volume. Besides quoting and calling for it by this short number, distinct and different for each vol-

<sup>2</sup> See *Why Bewildering*: topic 5, p. 71.

ume, the set on the library shelves could be checked by these numbers to prove that nothing was lacking, and all were in order. Under the present semi-reformed and compromise system there are three classes of publications with serial numbers which are lacking in the depositories' sets. These are the Journals; the Reports on simple and concurrent resolutions and on private bills; and the annuals and other serials originating in the executive bodies, as the depositories receive these in plain title edition. Gaps in the serial numbers on the depository library shelves show where these three classes of works are wanting. The continuity of the numbers is now so ragged and broken as to impair their usefulness.

To describe or refer with bibliographical exactness to any Document or Report of Congress, eight items or designations must be given, viz.: — (1) U. S.; (2) number of the Congress; (3) number of the session; (4) Senate or House; (5) title of the series, i.e., Document (Executive Document, Miscellaneous Document) or Report; (6) number in its series; (7) volume number; (8) serial number.<sup>3</sup> The number of the session, (3), is superfluous for publications of a date since the Document and Report numbers began being continuous throughout a Congress. But as during nearly a century the numbering began anew each session, to omit this item for anything earlier than the 2d session of the 60th Congress might leave the reader in doubt between two Documents of the same number but of different sessions, instead of guiding him straight to the right one.<sup>4</sup> Thus the correct reference or quotation will read, e.g., U. S. 54th Congress, 1st session, House Document 430. In v. 88; 3455. The order, punctuation, etc., do not matter, provided all the items are given. But in any catalog, to adopt an order of items and use it uniformly is recommended, both for neatness, and to check forgetfulness.

<sup>3</sup> See also, beyond, Cataloging: 1. House and Senate four series, p. 207.

<sup>4</sup> See Checklist, p. 156, footnote.

### III

#### Journals

The Journals of the Senate and of the House are published separately for each body, are royal octavo, and are one volume a session for each. They contain the bare minutes of the proceedings, excluding debates, speeches, etc. How much that which is excluded is in bulk may be seen by comparing the two volumes of the Journals for preferably a long session with the several large quarto volumes of the Congressional Record for the same session.

Although the Journals still have assigned to them a serial number as of old before the days of bibliographical reform, yet that number now represents always a gap on the shelves of the depository library. Since the passage of the law of January 12, 1895, the Journals have not been sent to all depository libraries. There are printed for libraries only 144 copies, sent to only three libraries in each state, one of which is the state library. The new printing bill restores the Journals to the depository libraries.

The Journals of the executive sessions of the Senate are confidential until, after due lapse of time, that body removes the injunction of secrecy and orders that they be printed.<sup>5</sup> They are not a part of the Congressional set, but a distinct series of volumes by themselves, and will not be taken up here, except to say that the new bill provides for each volume, as it is printed and made public, the same distribution as for the Journals of the open sessions. An account of them will be found in the Checklist, page 1503.

<sup>5</sup> See, for account of them, *Monthly Catalog*, May, 1910, p. 667.

## IV

### Congressional Record <sup>6</sup>

The Journals are superfluous and unwanted in libraries because the Congressional Record contains everything found in them, with much more. The Record, however, gives the proceedings of each legislative day in both houses continuously, instead of segregating them in a separate volume for each body, as the Journals do. It gives a complete verbatim account, taken down on the floor of Senate and House by the official stenographers, the most expert in the country, of all that is said and done in Congress day by day.

The Record began in 1873 at the opening of the 43d Congress, and its publication was the beginning of the government's official reporting and printing the proceedings for itself. It has, however, three predecessors, which, though not compiled by the government, were sanctioned by it and recognized as official, and which successively bring down these proceedings from the first Congress in 1789 to 1873. These are the *Annals of Congress*, the *Register of Debates*, and the *Congressional Globe*.<sup>7</sup>

The proceedings of Congress which the Record contains are not reprinted in any Report or Document of the Congressional set, the now undistributed Journals being left out of the question. Conversely, neither do

<sup>6</sup> Interesting discussions of this publication will be found in *Congressional Record*, 62d Congress, 2d session, v. 48: 2293 (illustrations in); 3936 (subscription price); 3254 (quotas of members); 4328 (average cost of printing); 4466 (1,000,000 copies proposed); 5824, 6497 (speeches in). Also in same, 63d Congress, 2d session, H. of R.; Jan. 24, 1914; v. 51: 2266-2268 (Barnhart; cost of Record). As to quotas of Records distributed through folding rooms in 56th, 57th, and 58th Congresses, see U. S. Printing Investigation Commission, Report, 1906, v. 1: 123 (Brian); also, in 53d to 58th Congresses, same: 156-160.

<sup>7</sup> See, for history and description of these series, Checklist, p. 1463-1475.

the Reports and Documents of Congress appear reprinted in the Record except infrequently as some special reason may place one there. For instance, messages of the President, which are always in the Record, may or may not be found as Documents of Congress. Neither is the text of bills and resolutions, of laws and treaties to be found in the Record except as above stated. The printing there of simple resolutions and of other short resolutions may be an exception to this general rule.

The bulk of the Record is swollen by the advantage taken by members of Congress of the so-called leave to print or to extend remarks. By this, on request, if no one objects, a member is permitted to print in the Record remarks, to present which on the floor of Senate or House time was not granted, or, scandal whispers, sometimes was not desired nor asked. And, coupled with this, is the privilege to have reprinted at cost and without restriction as to quantity any part of the Record, and, indeed, of any United States government publication. These reprints, costing little and sent free under the member's frank, may be distributed broadcast over the country as campaign documents, or as tokens to the member's constituents of his activity and importance in Congress, where, it might happen, he had not once been recognized to make a speech. The printing bill sets limitations to both these privileges.

The Record is issued in an unbound part for each day that Congress or either house is in session. Index parts come out semi-monthly. Caution must be given that the paging of the final bound volumes differs from that of the dailies, being changed in consolidating the text as it appeared in the daily issues. So the semi-monthly indexes can not be used for the bound volume, nor will the index to the bound volumes verify if used for the unbound numbers. Reference made to the Congressional Record should be always to the pages of the bound volume; or, if necessarily to the unbound issues, then statement to that effect should be made. The

daily issues should be thrown away as soon as the bound volume is received. They are no longer of any use, and are not wanted returned in Washington. The proceedings of a session are called one volume of the Record, paged continuously, with an index to all of it at the end; but this so-called volume is usually so large as to have to be bound in several parts, each part itself a large quarto volume with its own separate title-page. The index by itself makes one of these parts or separate volumes of good size. An appendix, bound often with the index, contains only speeches, those which did not appear in the daily Record of proper date, perhaps because they were withheld by their authors for revision, or for other causes.

The index of the Record under committees and members is satisfactory, so far as the writer's experience goes. But the indexing of subjects gives reason to wish that a person could be put at the task who, besides being conversant with the business of Congress, might be in addition trained in cataloging. Examples can be furnished by hundreds where the canons of subject cataloging do not seem to be known, and are certainly not observed.<sup>8</sup> The user thereby loses much time, and frequently loses some of the material also.

One indispensable part of the index has given the writer efficient service on all occasions when used. This is the History of Bills and Resolutions at the end. This is a complete numerical list of, first the Senate bills and joint, concurrent, and simple resolutions, followed by the same of the House. It includes only those which have been introduced or on which action has

<sup>8</sup> See, for criticism by R. P. Falkner, endorsed by the council of the American Library Association, *Library Journal*, 27: C93, C96, 1902; *Library Journal*, 28: C103-C104, 1903; also same in *A. L. A. Proceedings*, 1902, 1903. Also, by the writer, in *A. L. A. Papers and proceedings*, 1916, p. 318. Also by Superintendent of Documents Ferrell, *U. S. Printing Investigation Commission, Report*, 1906, v. 1: 77. The last complains that the index gives no clue under subjects to a speech made to a bill, but on a subject foreign to it, e.g., a speech on the tariff made while rivers and harbors appropriations have the floor.



been taken in the session covered by the volume indexed. Gaps between the numbers show bills of another session untouched in this session. Under each bill will be found stated every stage of its progress from its introduction down to — if it became a law — its return approved by the President; and, in recent volumes, its number as a public or private law or resolution. The numbers of any Reports or Documents on it are also given. If none of these facts are given, then the bill had no history after being introduced and referred to a committee as the rules direct, that is, in the session covered by the index being consulted. But the search must extend through all the indexes for all the sessions of a Congress, as the bill may have been introduced at the opening of the first session and not passed till near the close of the last session.

If one particular bill failed to pass, this does not prove that the measure did not go through. Often several bills and resolutions to accomplish an identical purpose, or identical bills in both houses are introduced; or a bill or bills are swallowed up by a committee, and the measure reported back in an entirely new bill with another number. In recent volumes of the Record index, in the alphabetical part, an asterisk added to a bill number indicates that there was action on the bill.

If the object be to find whether a measure passed or not and then to find the published text of the law, the procedure is to look in the alphabetical part under subject and other entries, and note either all bills there recorded, or, in recent volumes, the one starred.<sup>9</sup> Then turn to those numbers or that number in the History of Bills and Resolutions at the end of the index. In the earlier case each number must be examined till the one is

<sup>9</sup> The index is so faultily made that one can not be sure to find together under one subject all bill numbers, etc., but one must examine all pertinent and related subjects and also the committee and personal entries to make sure of getting all the material. If the index were properly made, with uniform system of subject headings, and consistency in entry under them, and in the cross references, this would not be necessary.

found the history of which comes down to its being passed and signed by the President. In later Records the asterisk gives reference direct to the one which became law, or to several on which action was taken, which must include the one that finally passed. The date when approved; also, in the later volumes, the words, "Public no. —," or "Private no. —" (these latter being the number of the law in slip form), will identify the law either in the separate slip form, or in the collected laws. Of both of these forms description will be given further on.

In tracing, by use of the Congressional Record and its index, the passage of a bill into law, the following data should be gathered:—

1. Number of bill or resolution that passed. Describe by four designations.
2. Congress and session and years covered by the session in which passed.
3. By whom introduced. If prepared in committee, note it.
4. Committees of each house which considered it, including conference committees, if any.
5. Other bills or resolutions on the same subject which did not become law.
6. Any Reports printed. Describe by eight designations.
7. Any Documents printed. Describe by eight designations.
8. Notable debate and speeches. Names of speakers and reference to pages of Record.
9. Date of signature.
10. Slip law number.
11. Volume and page of Statutes at Large where law is to be found. If Statutes are not yet out substitute reference to Session Laws.

But if on the measure there are sought the total action and the debates of Congress, then there must be noted under the subject in the alphabetical index every entry and every bill and resolution, and, in the History, the action taken on all the latter, also the Documents and Reports printed; and all page references must be looked up. Looking up the page references is a weary search which might be lessened, especially for the references in the History, were the indexing done by a person as

expert in indexing as the Record stenographers, say, are in stenography, as a system of defined or modified references to pages might be worked out.<sup>10</sup> But the most enlightening debate and the most important action may have been on a bill which did not pass finally, another bill number having gained the right of way. And speeches or debate on, for instance, the tariff, or other subject of current politics, occur often quite irrespective of the measure before the house. The subject entries of the index should give a clue to these also.

To find the total history of legislation which was long incubating, the Records of several sessions or Congresses must be searched. Government treatment of American merchant marine will occur to any one as a subject sporadic in Congress over many years. In its latest phase, government owned ships for the period of the European war, it presents an interesting example of how a measure, discussed in Congress after Congress without action thereon, may persist and finally in one form or another become law. Not until every stone has been upturned in searching the Record can one be sure one has not overlooked some vital facts in this original source of current political and legislative history — facts of which this is the storehouse, and which can be gleaned at first hand nowhere else. The inestimable value of a scientifically made index to the Record, with a system of uniform subject headings continuous through successive volumes, can be thus seen. Could such a one be once made and shown, it would be acclaimed by scholars, statesmen, in fact, by every one who has occasion to use the work.

A comparison of the Congressional Record index and the Document Index as to what can be obtained from each may be helpful. The Record not only indexes its own contents — the debates and proceedings of Congress including its action on bills — but also supplies incident-

<sup>10</sup> See *Indexing, principles, rules, and examples*, by M. T. Wheeler. 2d ed. rev. Albany, 1913. (N. Y. State Library. Library School [Bulletin] 33.)

ally the numbers of bills and resolutions and of the Reports and Documents on them, and, beginning with the 57th Congress, 1901-3, the numbers of the slip laws. All of these are publications separate from the Record. The Document Index indexes only the Documents and Reports, and supplies incidentally only one thing, viz., in the entry of Reports the number of the bill or resolution on which made. The good workmanship of this latter index ensures finding, under the subject heading used, all the Reports and Documents that bear on it; but no clue is supplied to bills not reported on, to the action of Congress on a bill, or to whether a bill became law or not. The Document Index is so much better an index than that of the Record, that it may sometimes expedite search to find from it the number of a bill, instead of from the alphabetical part of the Record index, thence turning direct to the History for the action on it and final disposition of it.

The Document Catalog, it may be mentioned, appends to entries of Reports the page number of the Statutes at Large where the text of the bill that was reported and became a law is to be found. If the bill did not become law in that Congress, of course there is no reference.

The abbreviations used by the Record index and the Document Index respectively are different. To avoid confusion, a table of them is appended:—

	<i>Congressional Record</i>	<i>Document Index</i>
Senate bill .....	S.	S.
Senate joint resolution .....	S. J. Res.	S. J. R.
Senate concurrent resolution ....	S. Con. Res.	S. C. R.
Senate resolution .....	S. Res.	S. R.
House bill .....	H. R.	H.
House joint resolution .....	H. J. Res.	H. J. R.
House concurrent resolution ....	H. Con. Res.	H. C. R.
House resolution .....	H. Res.	H. R.

## V

### Bills and Resolutions: Laws

The business of Congress is to produce laws. A proposed law is either a bill or a resolution. "Facts, principles, and their own opinions and purposes, are expressed in the form of resolutions."<sup>11</sup> There are three kinds of resolutions: joint; concurrent; and simple. As to form the difference between the four is in the enacting clause at the beginning. A bill begins: "Be it enacted"; a resolution, "Resolved," or "Be it resolved," the rest of the phrase varying with the kind of resolution it is.<sup>12</sup> As to content, the simple and concurrent resolution are of the same grade, and are not understood to embody legislation. The simple resolution concerns the business of one house only, and is not submitted to the other house, nor to the President, nor preserved in the laws. Frequently, being short, its text is printed in full in the Record as part of the proceedings. Concurrent resolutions concern the business and require the consent of both houses. They do not go to the President, but since the printing law of 1895 they have been printed in the Statutes at Large, beginning with volume 28 for the 53d Congress.

"The joint resolution is a bill so far as the processes of Congress in relation to it are concerned . . . They are used for what may be called the incidental, unusual,

<sup>11</sup> U. S. Congress. H. of R. Constitution, Jefferson's manual, and rules . . . 63d Congress, 3d session, sec. 388.

<sup>12</sup> A simple resolution begins: "Resolved"; a concurrent resolution, "Resolved by the Senate (the House of Representatives concurring)"—the order is reversed if originating in the House; a joint resolution, "Resolved by the Senate and House of Representatives of the United States of America in Congress assembled"; a bill, "Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled."

or inferior purposes of legislating.”<sup>13</sup> The differences in content of bills and the various kinds of resolutions may be grasped by examination of samples of them in the Statutes at Large. But to illustrate—if either house alone takes an adjournment for the allowed period, it does so by simple resolution. It also adjusts its business relations with its own officials in this form. But the two houses adjourn for more than the permitted three days or *sine die* by concurrent resolution. Orders to print may be by simple resolution up to a certain limit of cost, above that by concurrent resolution, or by joint resolution, or even by a bill.<sup>14</sup>

A bill or resolution is quoted by stating four items concerning it, namely:—(1) number of the Congress; (2) the house in which it originated; (3) its title, i.e., bill or resolution of whatever kind; (4) its number. The description will read, for example, 64th Congress, Senate joint resolution 27.

At present a bill or resolution under consideration is printed, unless specifically ordered by either house, six times only, viz.:—when in the house of origin it is (1) referred to a committee; (2) favorably reported back; and (3) after its passage; the same processes duplicating in the second house.

No bill or resolution, unless in special reprint edition, is listed in the Checklist, or in the Monthly Catalog, nor is any indexed directly in the Document Index or in Poore, Ames, or the Document Catalog. They are indexed directly in the Congressional Record index only. But such as attain the dignity of having a Report made on them can be reached indirectly through the entries

<sup>13</sup> U. S. Congress. H. of R. Constitution, Jefferson's manual, and rules . . . 63d Congress, 3d session, sec. 390.

<sup>14</sup> “Resolutions of inquiry are usually simple rather than concurrent in form, and are never joint resolutions.” U. S. Congress. H. of R. Constitution, Jefferson's manual, and rules . . . 63d Congress, 3d session, sec. 835. “Notice to a foreign government of the abrogation of a treaty is authorized by a joint resolution.” Same, sec. 592. “Amendments to the Constitution are proposed in the form of joint resolutions . . . but are not presented to the President for his approval.” Same, sec. 223.

for these Reports in the Monthly Catalog (under the name of the committee only), in the Document Catalog, and the Document Index, the bill number and title of the bill being included as part of the entry in the first two, the number only in the last. Bills and resolutions are not received by libraries, nor has the Documents Office any supply for distribution. Their number is legion, and the demand for them is infinitesimal in proportion to their number. But debaters who discuss live topics and those interested in pending legislation are frequently at a disadvantage because of not having before them the exact provisions of a measure which is being considered by Congress. Application to a senator or representative will usually, doubtless, procure a copy or copies. But if some depository of current bills, on public business only, could be created, to which application could be made at need, with certainty of prompt supply, it would be a boon to many. The burden of the overwhelming surplus of bills which would never be called for, but which would have to be kept so as to be ready to supply the few demands, could be relieved by requiring merely a four-years' or a two-years' preservation, and excluding private bills.

The procedure by which a bill or a joint resolution becomes law is the following: — (1) It is introduced into either house and referred to a committee, usually automatically and according as the rules direct. Many bills, in fact, the majority of the vast number with which Congress is annually flooded, stop here, and are said to die in committee. (2) It is reported back, either adversely, or favorably with or without amendments. It is seldom, indeed, that a bill is passed over an adverse report. (3) It is voted on and passed by the house in which it originated. (4) It is introduced into the other house and referred to a committee. (5) It is reported back with or without amendments. (6) It is passed by the other house. If it is passed with amendments of course it has to go back to be considered again in the house from which it came.

And if the two houses vote to disagree about the provisions of the bill, then members of each house are designated to meet and confer with a view to settling points of difference. This is called a conference committee, and the bill is said to "go to conference." Usually the conferees are appointed from the membership of the committee which reported the bill in each house. But this may be omitted from our count of processes as a little out of the ordinary. During all these stages it has retained its bill number as given it when originally introduced, e.g., S.19785, or H.J.R.25. (7) It is signed by the President. We may omit the veto procedure. It is now published in separate pamphlet form known as a slip law<sup>15</sup> or a slip resolution, with a new number consecutive through the Congress, as "Public no. —," or "Private no. —," "Public resolution no. —," or "Private resolution no. —." Although this ends the stages of the progress of a bill or resolution into full-fledged law, yet, to make the bibliographical record complete from start to finish, the various successive forms in which the laws are published and distributed may be added here. As a slip law it has gone into the hands of the State Department, which prints and distributes the laws. (8) All laws of a session are collected together and printed as the so-called Session or Pamphlet Laws.<sup>16</sup> Appended to this volume are the collected treaties and conventions and the proclamations of the year, which, like the slip laws, have had previous publication in large octavo broadside or pamphlet form. (9) All the laws of a Congress are collected together and republished as a volume of the Statutes at Large.<sup>17</sup> Appended are the treaties and conventions and the proclamations for the two years. (10) The final form is the Revised Statutes.<sup>18</sup> This consists of all the laws in force at the time

<sup>15</sup> See Checklist, p. 954-957.

<sup>16</sup> See Checklist, p. 957-962.

<sup>17</sup> See Checklist, p. 965-968.

<sup>18</sup> See Checklist, p. 968-970. See also. Documents Office, Price list 10: Laws; 9th ed., March, 1917, from which information about Codes given below is quoted.



of revision, omitting everything repealed or made void by later legislation, rearranged under their subjects, and re-enacted *en bloc* to make the whole legally binding. No treaties nor proclamations are included. All treaties to which the United States is a party are published in a cumulated edition from time to time.<sup>19</sup> And proclamations can be found in the messages and papers of the Presidents, several cumulated editions of which have been successively published.<sup>20</sup> No issue of the Revised Statutes has been made since the Supplement to volume 2, 1892-1901, 52d-56th Congresses, since when the Statutes at Large and Session Laws must be depended on. With this set should be used the Index Analysis of the Federal Statutes . . . 1789-1907, by G. W. Scott, M. G. Beaman and others, 2 volumes, published 1911 and 1908 respectively, by the Library of Congress. "In 1897 a Commission to Revise the Criminal Laws was created. Later its scope was enlarged to include all the Federal laws. Two chapters of the new revision have been thus far passed by Congress and made laws, namely, the Criminal Code [110 pages, 1911] and the Judicial Code [149 pages, 1913]."

No. 7, the slip laws, are not sent to libraries, any more than the bills are, although they can be obtained on application as directed in the Monthly Catalog. No. 8, the Session Laws, are the first issue which the libraries receive. No. 9, the Statutes at Large, are the final form for a library to preserve. They contain all the laws of all the sessions of a single Congress, and so entirely duplicate the two or three volumes of the Session Laws, which should be thrown away when the Statutes at Large are received. The only use an old volume of Session Laws has is to fill in where a duplicate is needed, or to supply gaps where the Statutes are not obtainable, as may happen with early volumes. The case is different as regards the Statutes at Large and the Revised Statutes. In the latter all acts superseded

<sup>19</sup> See Checklist, p. 976-978. Also, an edition 1910-1913, in 3 volumes.

<sup>20</sup> See Checklist, p. 874-875.

or repealed are omitted; therefore, to have a copy of the laws in force at any given date the complete set of the Statutes must be permanently retained.

The slip laws can be found in the Checklist,<sup>21</sup> and currently in the Monthly Catalog and the Congressional Record index. Reference to the separate enactments in the Session Laws and the Statutes at Large can be made through their volume indexes; also, as said before, through the entries in the Document Catalog under Reports made on them. To a trained indexer the volume indexes to the volumes of the Statutes at Large seem unsatisfactory, matter bearing on the same subject being indexed partly under one heading and partly under another.<sup>22</sup> Whether the legal profession are satisfied with them is not known to the writer.

The only exact way to quote a law is as "Public law  $\frac{\text{no.}}{\text{date}}$ ,  $\left\{ \begin{array}{c} \text{Cong.} \\ \text{or} \\ \text{date} \end{array} \right\}$ " ; "Private law  $\frac{\text{no.}}{\text{date}}$ ,  $\left\{ \begin{array}{c} \text{Cong.} \\ \text{or} \\ \text{date} \end{array} \right\}$ " ,

"Public resolution  $\frac{\text{no.}}{\text{date}}$ ,  $\left\{ \begin{array}{c} \text{Cong.} \\ \text{or} \\ \text{date} \end{array} \right\}$ " ; "Private resolution,  $\frac{\text{no.}}{\text{date}}$ ,  $\left\{ \begin{array}{c} \text{Cong.} \\ \text{or} \\ \text{date} \end{array} \right\}$ " . It may also be quoted — giving its sub-

ject, as there might be more than one law of that date — by date alone; the date given being, of course, that of approval by the President. An example is: Public resolution 13, of March 30, 1906; or, Public resolution 13, 59th Congress; or, Public resolution approved March 30, 1906, requiring departments to pay main costs of their publications printed as Documents of Congress — these three being different ways of quoting the selfsame act. It is often spoken of less definitely as the law on such a subject of such a year; or, by the name of some man who

<sup>21</sup> Under State Department, S7 5.

<sup>22</sup> For fault found with the indexing of the Statutes at Large by James R. Mann, Republican leader in the House, see Cong. Record, 51: 15237.

was active in putting it through, as the McKinley tariff law, etc.; but a law so described would be difficult to identify in the Statutes.

If the distinction between public and private legislation is not clearly grasped, the following may help: "The term, private bill, shall be construed to mean all bills for the relief of private parties, bills granting pensions, and bills removing political disabilities,"<sup>23</sup>

It should be added that now, as the business of Congress is so voluminous, the preparatory investigation and threshing out of all important legislation are done in the committee rooms. But what goes on there often is unpublished, and what has been put into print has been inaccessible, unknown, and unregulated as to what may be printed and to whom distributed. Often valuable material known to have been put in print has vanished, leaving not a copy for later generations. Much of the total work done by Congress in the hearings and records of committees and in other papers printed to facilitate their discussions, has been lost to the student of public events. Luckily, the new printing bill provides better regulation of committee publications, and enacts that the depository libraries shall receive them.

<sup>23</sup> Present law includes bills for the survey of rivers and harbors. The new printing bill excludes these from the definition of private bills, but provides that they shall have the distribution of private bills.

## VI

### Reports of Committees <sup>24</sup>

As has been seen, the subject of the activity of Congress is in the form of bills and resolutions. These bills and resolutions are in the hands of committees. For instance, to the committees on Indian affairs in Senate and House are referred all bills introduced touching that business. The committee examines each one and brings before its respective house those upon which it deems best to recommend action. The committee itself, also, may frame a bill which it recommends to be made law. This recommendation is called a Report. So the Report of a committee is usually, but not invariably, on a bill or resolution which it submits, or reports favorably, or favorably with amendments, or reports adversely.

Committee Reports of the United States Congress, mostly from one to only a few pages in length, have always been most unsatisfactorily treated as regards their titles. A catchword heading in prominent type runs across the top of the first page above the text of the Report. This catchword heading usually is inadequate to convey more than the merest inkling, if that, of the subject matter of the Report. Below this are the name of the member who presents the Report; the name of the committee that makes it; the word "Report"; and the house and number, but not the title, of the bill that the Report "accompanies," as the phrase on the bill reads. Somewhere in the body of the Report one is told whether it amends, favors, or is adverse to the bill. Recently the larger Reports are provided with

<sup>24</sup> See, before, Government organization and terminology, p. 113.

title-pages, but the titles on them are not yet framed according to any system.

Now, the subject matter of a Report is that of the bill it accompanies. And the subject matter of a bill is stated in its title, which describes it according to the best judgment of its framers, or, perhaps, of the printing clerk. A satisfactory statement of what the Report is about will thus be best secured by quoting the title of the bill. If this title be inadequate to convey an idea of the subject matter of the bill, still, it is right here, by supplementing and defining the title according as an index-analysis of laws would require the purport of the bill to be stated, that adequacy of statement as to what the Report is about is most properly supplied. Here, by stating clearly in its title the purport of the bill, is the chance to secure a clear, adequate title for the Report itself. A Report title should include (1) the committee making the Report; (2) the kind of recommendation made; (3) house and number of the bill; (4) title of the bill (with addition of any explanatory words needed); (5) the member presenting the Report. Such a Report title would read: "Report from the committee

on pensions	$\left\{ \begin{array}{l} \text{submitting} \\ \text{favoring} \\ \text{amending} \\ \text{adverse to} \end{array} \right\}$	S.118, to increase pension
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of Mrs. H. P. Porter; presented by H. A. Du Pont." Or: "Report from the committee on the District of Columbia amending S.3813, to require street railroad companies in the District of Columbia to issue free transfers; presented by J. H. Gallinger." In both these examples the phrase following the bill number might be in quotation marks, as it is the title printed on the bill itself. Using the bill title gives system and certainty and uniformity to the titles of the Reports, and if the printing clerks of Senate and House could be induced to adopt a Report title on some such system as that outlined above, to include the title of the bill, it

would give us good riddance of the hastily patched up catchword heading title now used. The Documents Office saw this when, under F. A. Crandall and the present writer, it made up its rules and system of cataloging; and the entry for Reports that we see in the Document Catalogs is, in fact, made up of these essential items. However, beginning December, 1915, a change has been made in the Document Catalog, so that the entry now includes also the catchword heading. It thus approximates more closely the title for Reports used by the Library of Congress on its printed cards, which copies faithfully what is found printed on the Report itself. But this new form of Document Catalog title omits telling whether the Report favors, amends, or is adverse to the bill, and this information is important to persons depending on the catalogs for information. If the phrase now printed on the Reports: "To accompany bill no.," could be changed to "Recommending bill no.," or "Recommending with amendments bill no.," or "Adverse to bill no.," or some such phrase stating the action taken on the bill by the committee, it would, with the addition of the bill title above asked for, make a title for the Reports according to a system, dependable and satisfactory to catalogers and those who look in the catalog for knowledge, and simpler and quicker for the printing clerk to make up.

Committee Reports are numbered consecutively as they arrive at the Printing Office, separately for each house, from beginning to end of a Congress. The essential items to identify or quote a Report with exactness are the eight designations;<sup>25</sup> or, as the Report numbers have been continuous through all sessions of a Congress from the 47th down, the session may be omitted for Congresses later than the 47th.<sup>26</sup> An example is: U. S. 60th Congress, 1st session, House Re-

<sup>25</sup> See, before, *Legislative Publications: Serially Numbered Set*, p. 124.

<sup>26</sup> See *Checklist*, p. xx.

port 1351. In v. 2; 5226. The calendar number that is printed on Reports is a mere temporary item of routine business and not essential. The importance of the name of the senator or representative who presents the Report is in proportion as he is a commanding and well known statesman, but dwindles in importance as time advances.

Since the act of January 20, 1905, committee Reports on private bills and on simple and concurrent resolutions are separated from those on public bills and joint resolutions, and treated differently. They are collected in volumes by themselves which are lettered volume A, B, and C, instead of volume 1, 2, and 3. These lettered volumes are not sent to depository libraries, only 345 copies being printed. This makes two separate files of the volumes of Reports, the numbered file and the lettered file, while the Reports themselves are numbered in one series chronologically. Thus the numerical order of the Reports is interrupted, so that there are gaps in the numbering inside both lettered and numbered volumes. The lettered volumes which no library receives are still assigned serial numbers. The disadvantages of this have been already explained.

## VII

### Documents

The series of Senate and House Documents form the great bulk of the Congressional set. For this reason the general consideration given to the set under General: Why Bewildering: topic 6, and under Legislative Publications: Serially Numbered Set, applies mostly to the Documents and has forestalled largely all that needs to be said about them. But the salient fact of the two series of Senate and House Documents is that more than three-fourths of them in bulk and a less proportion by number do not belong in the series at all, being publications, not of Congress, but of the executive branch of the government. The other significant fact is that almost all of these, if not every one, are already in print in a plain title edition before their republication as House or Senate Documents. It is in this original form, in Part III, Executive Publications, that information about these should be sought.

Among the Documents that are genuine publications of Congress, of the nine groups before mentioned,<sup>27</sup> some are issued annually or occasionally. Such are the reports of its officers; the Congressional Directory; the manuals of rules; the tables of estimates, of receipts and expenditures, and other statements of accounts. Regularly recurring Documents are obituary addresses and Presidents' messages. Others due to appear in fresh editions from time to time are compilations of contested election cases, and of precedents of parliamentary practice, of which Hinds,<sup>28</sup> in eight vol-

<sup>27</sup> See Why Bewildering: topic 6, p. 75.

<sup>28</sup> See Checklist, p. 1493.



umes, is the latest, and the Biographical Congressional Directory.<sup>29</sup>

But each session there are printed very many separate Documents, the majority of the length of a magazine article, but varying indefinitely in size, multiplex of topic as can be imagined, but these topics of live current interest, and the Documents most interesting and desirable to libraries and the public. These mostly make up, of the nine groups that have been before mentioned, "all the various papers presented on the floor of either house to elucidate its debates." A glance over the contents of one of the volumes entitled, "Documents of a Public Nature," makes one suspect that Congress in its printing has in mind also its distribution privileges, and prints for a benevolent propaganda of right thinking and popular instruction. Large editions of such Documents as Professor Irving Fisher's "National Vitality, its Waste and Conservation,"<sup>30</sup> articles or speeches by leading statesmen and experts, even reprints of agricultural bulletins and those of the Education Bureau, seem to have this excuse for being issued as Documents. The so-called "Jefferson's Bible,"<sup>31</sup> of which Congress printed and distributed 9,000 copies in 1904, is an extreme instance of this kind. But to these one can only call the attention of readers as a treasury which it is hoped they will not fail to use. It is of course as impossible to give any account in detail of what is or will be printed among this class of Documents as of the contents of next month's magazines.

Of valuable publications of Congress in the past may be mentioned the Journals of the Continental Congress;<sup>32</sup> Elliott's Debates of the Constitutional Convention of 1787;<sup>33</sup> and the chain of four successive publications of which the Congressional Record<sup>34</sup> forms the latest link.

29 See Checklist, p. 1491.

30 See Checklist, p. 1624.

31 See Checklist, p. 877.

32 See Checklist, p. 1673.

33 See Checklist, p. 1668.

34 See Checklist, p. 1463.

Publications of commissions and boards of mixed Congressional and non-Congressional personnel are, as has been said, grouped here with executive publications. The aim of this little work, it may be said finally, is other than to provide a descriptive list of government publications. The Checklist supplies that, authoritative and complete, and the Monthly and other catalogs continue it. Other works given in the appended bibliography may also be used.

PART III

Executive Publications



# I

## General

The early days of our republic saw a jealously restricted central government. Development of each state as an isolated, self-sufficient commonwealth was regarded as the bulwark of a free country against concentration of autocratic power. In those days almost the sole national body on which all eyes were fixed was the Congress. The publications of the national government were few in number, and it was taken for granted that everything published emanated from Congress.

The nineteenth century saw — and the movement goes steadily forward in the twentieth century — what has been almost a revolution in economic conditions, which has profoundly modified political institutions. Economically, it has seen a vast extension of territory; undreamed of expansion of transportation facilities; the breaking down of state lines in the growth of population and business; and the merging of state interests in broad problems requiring national care and control. Politically, it has witnessed an enormous extension in the field of what is entrusted to government agencies to carry on. With this increase in governmental functions there has come into existence in our federal government, in total reversal of the ideals of early years, a vast centralized administrative organization having no connection with nor dependence upon Congress except for its legal existence and appropriations. This organization is carried out in a scientific and expert detail which would surprise those who have never given it a thought.<sup>1</sup> It embraces an intricate framework of

<sup>1</sup> Pamphlets prepared by different departments or bureaus specially for the public, sometimes as part of an exposition exhibit, describing their work,

bureaus, divisions, sections, and individual officials, each with a specialized task of investigation or action, of which the minutiae can only be hinted at here, and which is only sketched out broadly in the subjoined table. The best example of this specialized organization is perhaps the Department of Agriculture, the most wholly scientific and technical of any of the ten departments, or, as the encyclopedia states it, of any government department in the world.

As the publications of the government are simply one phase of its activities, the result is that today the output of the Government Printing Office for the administrative bodies is twice or three times the amount of that done for Congress, even with that body's lavish printing. And this preponderance is constantly increasing.

As to subject, the literary output of the executive bodies reflects the multifarious activities of the bodies themselves, activities which enter into the private as well as the public life of every citizen. The works issued run the gamut from breadmaking and infant nursing to world politics and stellar physics. As to form and size, they range from the leaflet of a single paragraph or a few pages — such as are the slip laws, single orders of the Interstate Commerce Commission, or the service and regulatory announcements of the Federal Horticultural Board and other such bodies — to long sets of elaborate works like the Harriman Alaska expedition, or voluminous reports of commissions, like the Immigration Commission, so often before mentioned as typical. They may take the form of a scientific periodica', like the *Journal of Agricultural Research*; or of the

often give organization and functions more in detail than can be found elsewhere. A good example is U. S. Chemistry Bureau, Circular 14; Organization and work of the Chemistry Bureau. Rev. to July 1, 1909. Others are given in Bibliography: General: Publishing bodies' lists of their own publications.

The Congressional Directory also describes the official duties and enumerates the personnel of the executive bodies, though not always without omissions and lapses. For a good skeleton outline of the bodies and their subordination see the *Official Register* published by the Census Bureau, table of contents.

light illustrated folders advertising the nation's playgrounds, the national parks; or of such series of circulars or bulletins as the daily Commerce Reports or the Farmers' Bulletins.

The impossibility that such an aggregation of literature, of which the variety is here but faintly described, can be satisfactorily used or handled *en bloc* is now almost universally recognized. It must be studied and known just as English drama or modern fiction in English are known. One must acquaint oneself not only with each individual publishing body, but more, with each set or series of reports, of bulletins or circulars, with each periodical, each single leaflet or work. As well shelve and use Everyman's Library as a special department of the library as try to place all this diversified literature of the United States publishing bodies in one group and know the works as so many "pub. docs." In reality, this latter would be a much greater offense against the principle of subject arrangement and show a grosser ignorance than the former.

How may one acquire this intimate individual acquaintance with the government publications? As is true in every department of bibliographical knowledge, nothing will take the place of first hand examination of the publications themselves. The difficulties put in the way of gaining clear and exact ideas of many executive publications by their being printed in the Documents series of Senate and House, confusing the non-Congressional with the Congressional, have been shown. When this, a trouble-making practice that has been partly abolished, is wholly done away with, many difficulties will vanish.

It has already been explained that it is beyond the scope of this little book to provide a bibliographical reference list of publications, or to serve as a manual supplying exact detailed information concerning each. Specific descriptive lists may be found in other works than this. The Checklist especially may be regarded as the continuation work to take up after and in connec-

tion with this work in the study of the national publications. That the Checklist breaks off at the end of 1909 becomes more and more a disadvantage as we leave that date more in the background, although the Monthly Catalog serves, in segments, as its continuation. Everhart, *Handbook of United States Public Documents*, will help, though it describes the publications only in a general way, and requires verification or correction in every statement because of changes in administrative organization since its printing. The series of Document Catalogs is, of course, the complete and rapid reference guide to everything printed. Also, the Price Lists of the Documents Office, which are alphabetical by subjects, analytical, and include back publications, give valuable first aid to one who would find subject material in the documents. Sixty-eight of these have been issued to date of writing.

Attention is called to the four groups of publications used by the Checklist under each publishing body. These are: — (1) annual reports; (2) bulletin series; (3) circular series, the circulars being generally smaller than the bulletins; and (4) general publications, namely, everything not belonging in one of the first three groups, most of them separate, distinct works.

Generally speaking, every administrative body is required by law to make report to the office next above it in rank at the end of each governmental or so-called fiscal year, the year running from July 1st to the following June 30th. Minor reports may, in the discretion of the superior office, not go into print. These annual reports are on the administrative work done.<sup>2</sup> One notable exception is the State Department, whose annual report on foreign relations contains nothing but the diplomatic correspondence of the year. The treaties, it must be remembered, are not in these volumes, but are published with the laws, as told under that head.

<sup>2</sup> See, for list, Reports to be made to Congress. (H. Doc. 1407, 64th Cong., 2d sess.) This list is now printed each session.



The following list includes only "executive departments, independent offices and establishments," and does not mention all of these, as it omits some which belong in that grade, but which are of slight general interest, for example, the National Home for Disabled Volunteer Soldiers. The table is given as a base exercise, a key list of twenty-two executive bodies of independent rank. Many bodies of secondary and subordinate rank, and therefore not included, e.g., the Education Bureau, are of more general interest than some of those that are included in this list because of being of the highest and independent rank. But if this list is committed to memory it will serve as a skeleton structure, a sort of spinal column for the memory, so to speak, into which may be fitted the subordinate bodies as they are learned, according as they belong under each on the list.

* Agriculture department	Library of Congress
† Civil service commission	National academy of sciences
* Commerce department	* Navy department
† District of Columbia	† Pan American union
† Federal reserve board	* Post-office department
† Federal trade commission	† Postal savings system
Government printing office	Smithsonian institution
* Interior department	* State department
† Interstate commerce commission	† Tariff commission
	* Treasury department
* Justice department	* War department
* Labor department	

\* One of the 10 executive departments.

† Independent offices.

|| Establishments.

Publishing Bodies of the United States  
Government Classed by their Specialties  
according to the Decimal Classification

The subjoined table<sup>3</sup> is a bird's-eye view or sample list of the fields in which the various government bodies are publishing. It is given on the chance that it may help some persons, and because there is nothing in print that provides a survey of the publications from this viewpoint. On the plan of the "Sponsors for knowledge" which Mr. G. W. Lee has provided for us in the Library Journal, it gives, under various class numbers of the Decimal classification, the government bodies which may be expected to be publishing material in that field, such being within the scope of their legalized activities. Except that it is intended to omit none, this table is admittedly sketchy, tentative, and inexact. It is so unavoidably open to criticism that all fault found with it is cheerfully accepted in advance as probably having good reason. It is also liable to the errors, inevitable in everything written about government bodies and their publications, which arise from the changes constantly going on among them.

As a conspectus of present-day publishing activities it is debarred from giving credit to any government body for work done in the past, as, for instance, to the Signal Office for its pioneer work in meteorology, which now the Weather Bureau has been created to perform. It sets its face toward the future, and may be called a table of probabilities or expectations in government

<sup>3</sup> It has been a question how far to make an effort to include the various war boards and committees now being so rapidly created, of which as yet even the accepted name is uncertain; most of which have not published and possibly never will publish anything. But some of these have been included.

publications. No body not now existent is admitted; nor any merely temporary, thus excluding the special commissions which expire when their work is done. It rules out all sporadic works, not likely to be reissued, such as the "Jefferson's Bible"; nor is material forming parts of works taken into account. As a list of standing and permanent sources of knowledge only, it cannot take in the diversified Documents and Reports, nor bills and laws, nor the debates of Congress, although on many live topics, such as the agitation for national prohibition and national woman's suffrage, these are the only and prolific government sources of material. Some attempt has been made to state the committees in Senate and House which have in charge special kinds of business.

A government body is listed in the table under a specific subject either (1) because of some particular work that it issues at consecutive periods, or (2) because its publications in general deal with the topic. For instance, the Foreign and Domestic Commerce Bureau issues the annual Statistical Abstract of the United States, and is therefore listed under 317.3. The publications of the Animal Industry Bureau are in general concerned with domestic animals, and the bureau therefore appears under 636. In most cases the department also, in its own publications, provides material on the special work of its different bureaus. Especially is this true of the Agriculture Department in its series of Bulletins, Yearbooks, etc. The department therefore is also listed, together with the bureau, under the special topic covered by the bureau.

Within such a large field as, e.g., 660, Chemical technology, the minor topic, 664.8, Foods: Preservation, etc., is brought out in order to mention bodies not before mentioned that publish in this division of the field. Other minor topics, such as 665.7, Illuminating gas, are not brought out, as they would bring to the table only repetition of the list of publishing bodies already

named under the main class, Chemical technology. Under Foods: Preservation, etc., there is repetition of the bodies named under the main class, so as to make the list of bodies publishing on the subject complete under that number, as it is meant to be under every class number.

There is under each subject an attempt at arrangement according to the amount and importance of the printed output, putting first those bodies that make the greatest contributions. Under what higher body each body on the list belongs is indicated (in curves following) only in cases where the name is duplicated, to distinguish between two of the same name. These higher bodies can be easily found in the Author Headings for United States Government Documents, or in the tables at the end of the Document Catalogs.

Finally, as in this table no notice is taken of parts of books, e.g., a section on infantile paralysis in the report of the Public Health Service, it can not fill the place of the Document Catalogs, which give detailed entry of everything the government has published on a specific subject during a given period; nor of the Price Lists, which give subject references less detailed, but covering everything in print. If it enlarges its readers' conceptions of the vast field that the publications of the executive branch of the United States government cover, it will have served one worthy purpose. Whether it will in any way aid classifiers in libraries to sort out these publications and put them where they will be most useful, is for the individual classifier to decide.

- 010. Bibliography.  
Library of Congress.
- 013. Bibliography of American doctoral dissertations.  
Catalog division (Library of Congress).
- 016. Subject bibliographies.  
Bibliography division (Library of Congress).  
Note.— Publishes bibliographies on all sorts of subjects. Most of the other bodies listed here publish bibliographical material on the subjects in which

they specialize, e. g., educational bibliography by the Education bureau, etc. No mention other than this note will be made of such material.

- 016.05 } Bibliography of periodicals and newspapers.
- 016.07 } Periodical division (Library of Congress).
- 016.353. Bibliography of United States government publications.  
Documents office.  
See also 655.59, Government printing.
- 016.3539. Bibliography of state official publications.  
Documents division (Library of Congress).
- 016.355. Bibliography of military information.  
War college division.
- 016.61. Bibliography of medicine.  
Medical department (Army).
- 016.63. Bibliography of agriculture.  
Library (Agriculture dept.).  
Publications division (Agriculture dept.).
- 016.912. Bibliography of maps and charts.  
Maps and charts division (Library of Congress).
- 020. Library science.  
Library of Congress.
- 027. Libraries.  
Education bureau.
- 027.5. Library of Congress.  
Library joint committee (Congress).
- 028. Book selection and reading courses.  
Education bureau.  
Library of Congress.
- 029.6. Preparation of manuscript for publication.  
Geological survey.  
See also 655.53, Typographical style.
- 070.14. News censorship.  
Public information committee.
- 090. Book rarities.  
Library of Congress.
- 091. Manuscripts.  
Manuscripts division (Library of Congress).
- 132. Mental diseases.  
Saint Elizabeth's hospital [Formerly Government hospital for the insane].  
Public health service.  
Children's bureau.  
Medical department (Army).  
Census bureau.
- 136.7. Child study.  
Education bureau.  
Children's bureau.

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- 172.4. International arbitration. Peace.  
Permanent court of arbitration, The Hague.  
Education bureau.
- 178.4. Liquor traffic.  
Education bureau (Temperance instruction).  
Internal revenue commissioner.  
Labor statistics bureau.  
Alcoholic liquor traffic committee (H. of R.).  
See also 336.27, Special taxes; 663, Beverages, Fermented and distilled.
- 178.8. Stimulants and narcotics.  
See 615.9, Poisons and habit-forming drugs.
- 280. Religious bodies in the United States.  
Census bureau.
- 299.7. North American Indians: Religious customs.  
Ethnology bureau.
- 317.3. Statistics of the United States.  
Census bureau.  
Foreign and domestic commerce bureau.  
Census committee (Senate).  
Census committee (H. of R.).  
Note.—Statistics of special subjects are also supplied by each government body in its special field.
- 324.3. Woman suffrage.  
Woman suffrage committee (Senate).
- 325.1. Immigration.  
Immigration bureau.  
Labor statistics bureau.  
Foreign and domestic commerce bureau.  
Immigration committee (Senate).  
Immigration and naturalization committee (H. of R.).
- 325.1. Naturalization.  
Naturalization bureau.  
Immigration committee (Senate).  
Immigration and naturalization committee (H. of R.).  
See also 371.98, Education of the foreign-born.
- 327. Foreign relations. Diplomatic and consular service.  
State department.  
President.  
Foreign relations committee (Senate).  
Canadian relations committee (Senate).  
Foreign affairs committee (H. of R.).  
See also 341, International law; 917.3, United States: Boundaries.
- 328.1. Parliamentary law.  
Rules committee (Senate).  
Rules committee (H. of R.).
- 328.73. Legislative proceedings of the United States.  
Congress.
- 331. Labor.  
Labor statistics bureau.

- Labor department.
  - Education and labor committee (Senate).
  - Labor committee (H. of R.).
- 331.1. Capital and labor.
  - Mediation and conciliation board.
- 331.2. Wages.
  - Eight-hour commission.
- 331.25. Industrial insurance. Workmen's compensation.
  - Employees' compensation commission.
  - Labor statistics bureau.
  - Labor department.
  - Solicitor of Labor department.
  - Public health service.
  - See also 339, Poor relief; 368, Insurance.
- 331.3. Child labor.
  - Children's bureau.
  - Labor statistics bureau.
  - Education bureau.
  - See also 362.7, Children: Charities. Delinquents.
- 331.5. Convict labor.
  - United States penitentiaries commission (or Commission on equipping United States penitentiaries for manufacturing articles used by government).
- 332. Banking.
  - Federal reserve board.
  - Comptroller of the currency.
  - Federal farm loan bureau.
  - Banking and currency committee (Senate).
  - National banks committee (Senate).
  - Banking and currency committee (H. of R.).
  - See also 332.2, Savings banks.
- 332. Money.
  - Treasury department.
  - Loans and currency division.
  - Public moneys division.
  - Treasurer of the United States.
  - Register of the Treasury.
  - See also 332.4, Coin money; 332.5, Paper money.
- 332.2. Savings banks.
  - Postal savings system.
  - Postal savings division.
  - See also 332, Banking.
- 332.32. Building and loan associations.
  - Labor statistics bureau.
- 332.4. Coin money.
  - Mint bureau.
  - Assay commission.
  - Treasury department.
  - Comptroller of the currency.
  - Finance committee (Senate).
  - Coinage, weights, and measures committee (H. of R.).

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- 332.5. Paper money.  
Comptroller of the currency.  
Engraving and printing bureau.
- 332.7. Agricultural credits.  
Federal farm loan bureau.  
Agriculture department.  
Rural credits joint committee (Congress).
- 333. Conservation of natural resources.  
States relations service.  
Conservation of national resources committee (Senate).  
Council of national defense.  
National research committee.
- 334. Cooperative undertakings.  
Labor statistics bureau.  
Agriculture department.
- 336.1. Public lands.  
General land office.  
Geological survey.  
Justice department.  
Public lands committee (Senate).  
Public lands committee (H. of R.).  
See also 338.2, Mineral products; 613.75, National parks and reservations; 634.9, Forestry; 913.7, Antiquities of North America.
- 336.2. Taxation. Customs. Revenue.  
Finance committee (Senate).  
Ways and means committee (H. of R.).
- 336.26. Import duties.  
See 337, Import duties.
- 336.27. Special taxes (e. g., income, liquor, stamp, etc.).  
Internal revenue commissioner.  
Treasury department.  
Solicitor of internal revenue.  
See also 178.4, Liquor traffic; 663, Beverages, Fermented and distilled.
- 336.3. Bonds. Public debt, etc.  
Treasury department.  
Loans and currency division.  
Treasurer of the United States.  
Register of the treasury.  
Government actuary.
- 336.73. Finances of the United States.  
Treasury department.  
Census bureau.  
Appropriations committee (Senate).  
Appropriations committee (H. of R.).  
See also 336.3, Bonds. Public debt, etc.
- 337. Import duties.  
Tariff commission.  
Customs division.



- Appraisers.
- Court of customs appeals.
- Treasury department.
- Foreign and domestic commerce bureau (Foreign tariffs).
- Finance committee (Senate).
- Ways and means committee (H. of R.).
- 338. Production. Manufactures. Prices.
  - Federal trade commission.
  - Foreign and domestic commerce bureau.
  - Commercial economy board.
  - Census bureau.
  - Manufactures committee (Senate).
  - See also 380, Commerce. Transportation. Communication.
- 338.1. Agricultural products.
  - Crop estimates bureau.
  - Markets bureau.
  - Agriculture department.
  - Federal horticultural board.
  - Federal farm loan bureau.
  - Foreign and domestic commerce bureau.
  - Plant industry bureau.
  - Chemistry bureau.
  - Census bureau.
  - Agriculture and forestry committee (Senate).
  - Agriculture committee (H. of R.).
- 338.1. Lumber and forest products (e. g., turpentine, tan bark, etc.).
  - Foreign and domestic commerce bureau.
  - Forest service.
  - General land office (Almost exclusively on the public domain).
  - Census bureau.
  - Pan American union.
  - Agriculture and forestry committee (Senate).
  - See also 634.9, Forestry; 674, Manufactures of wood; 676, Paper making.
- 338.1 Meat supply.
  - Animal industry bureau.
  - Agriculture department.
  - Crop estimates bureau.
  - Foreign and domestic commerce bureau.
  - Census bureau.
  - States relations service.
  - Transportation and sale of meat products committee (Senate).
- 338.2. Mineral products (Includes stones, mineral earths, mineral oils, etc.).
  - Mines bureau.
  - Geological survey.
  - Foreign and domestic commerce bureau.
  - General land office.
  - Interior department.

- Mines and mining committee (Senate).
- Mines and mining committee (H. of R.).  
See also 662.6, Coal. Peat. Coke. Natural gas.  
Denatured alcohol; 665.4-5, Mineral oils. Asphal-  
tulum.
- 338.3. Water products (Fisheries. Sponges).  
Fisheries bureau.  
Fisheries committee (Senate).  
Merchant marine and fisheries committee (H. of R.).  
See also 581.92, Marine plants; 639, Fisheries.
- 338.4. Manufactured articles.  
Foreign and domestic commerce bureau.  
Census bureau.  
Manufactures committee (Senate).  
Industrial arts and expositions committee (H. of R.).  
See also 660, Chemical technology; 670, Manufac-  
tures; 664.8, Foods: Preservation; Canning;  
Cold storage.
- 338.5. Prices. Cost of living.  
Labor statistics bureau.  
Foreign and domestic commerce bureau.
- 338.8. Monopolies. Trusts.  
Federal trade commission.  
Justice department.  
Labor statistics bureau.  
Labor department.  
Manufactures committee (Senate).
- 339. Poor relief. Mothers' and old age pensions.  
Labor statistics bureau.  
Children's bureau.  
Census bureau.  
See also 331.25, Industrial insurance. Workmen's  
compensation.
- 340. Law.  
Law library (Library of Congress).
- 341. International law.  
State department.  
Naval war college.  
Permanent court of arbitration, The Hague.  
International commission of jurists [on private and  
public international law].  
See also 327, Foreign relations. Diplomatic and  
consular service.
- 341.2. Treaties.  
President.  
State department.  
Senate.
- 341.6. International arbitration.  
State department.  
Permanent court of arbitration, The Hague.  
See also 917.3, United States: Boundaries.

- 341.7. Diplomatic service.  
         State department.  
         See also 327, Foreign relations. Diplomatic and consular service.
- 341.8. Consular service.  
         Consular bureau.  
         State department.  
         See also 327, Foreign relations. Diplomatic and consular service; 382, Foreign commerce.
- 342. Constitutional law and history.  
         American historical association.  
         Manuscripts division (Library of Congress).  
         Rolls and library bureau.  
         State department.  
         Supreme court.
- 343.73. Criminal law and administration.  
         Justice department.  
         Secret service division.  
         Criminal identification bureau.  
         Investigation bureau.  
         Pardon attorney.  
         Parole boards.  
         See also 364-365, Reformatories. Prisons. Criminology.
- 344. Courts-martial.  
         See 355. Military regulations. Military law.  
         Courts-martial.
- 345. United States statutes and cases.  
         Rolls and library bureau.  
         Joint committee on revision of the laws of the United States (Congress).  
         Justice department.  
         Solicitor of the Department of agriculture.  
         Solicitor of the Department of commerce.  
         Solicitor for the Department of the interior.  
         Solicitor for the Department of labor.  
         Solicitor for the Post-office department.  
         Solicitor for the Department of state.  
         Solicitor of the Treasury.  
         Supreme court.  
         District courts.  
         Circuit courts of appeals.  
         Court of claims.  
         Court of customs appeals.  
         Judiciary committee (Senate).  
         Judiciary committee (H. of R.).
- 351.1. Civil service.  
         Efficiency bureau.  
         Civil service and retrenchment committee (Senate).  
         Committee to examine the several branches of the civil service (Senate).  
         Civil service reform committee (H. of R.).
- 351.2. Civil service lists.  
         Census bureau.

- 351.3. Civil service examinations.  
Civil service commission.
- 351.5. Pensions, Military, naval, and civil service.  
Pension bureau.  
Interior department.  
Pensions committee (Senate).  
Pensions committee (H. of R.).  
Invalid pensions committee (H. of R.).  
See also 331.25, Industrial insurance. Workmen's compensation; 339, Poor relief. Mothers' and old age pensions.
- 352.073. Cities in the United States.  
Census bureau.
- 352.1. City finance and accounting.  
Census bureau.
- 352.6. City water supply accounting.  
Census bureau.
- 353.6. United States army: Personnel and stations.  
Adjutant general's department.  
Note.—Also, certain branches of the service publish each its own list, e. g., Medical department (Army).  
See also 355, Military science. Army. Military administration of the United States.
- 353.7. United States navy: Personnel and stations.  
Navigation bureau (Navy dept.).  
See also 359, Naval science. Navy. Naval administration of the United States.
355. Military science. Army. Military administration of the United States.  
War department.  
War college division.  
General staff corps.  
Army and navy joint board.  
Council of national defense.  
Marine corps.  
Military affairs committee (Senate).  
Military affairs committee (H. of R.).
355. Military regulations. Military law. Courts-martial.  
Judge advocate general's department (Army).  
General staff corps.  
War department.  
Note.—Also, certain branches of the service publish each its own regulations, e. g., Signal office; Quartermaster general of the army.
- 355.07. Military science: Study and teaching.  
Military academy (West Point).  
Army war college (D. C.).  
Army service schools (Ft. Leavenworth. Six schools are enumerated in Author Headings for U. S. Public Documents, 1915. Several of these, also others existing elsewhere, are listed separately here under their special subjects).

- 355.15. Colors and standards.  
See 929.9, Flags.
- 355.2. Militia.  
Militia bureau (War dept.).  
Naval militia affairs division.  
See also 359, Naval science. Navy. Naval admin-  
istration of the United States.
- 355.5. Drill manuals.  
General staff corps.  
Note.—Also, certain branches of the service issue  
each its own drill manuals, e. g., Medical depart-  
ment (Army); Signal office.
- 355.7. Military establishments and reservations (Includes forts,  
barracks, military parks, military cemeteries, and  
other buildings and grounds used for military  
purposes).  
Judge advocate general's department (Army).  
War department.  
Special commissions for special national military  
parks.
- 357. Cavalry.  
Mounted service school (Ft. Riley).
- 359. Naval science. Navy. Naval administration of the  
United States.  
Navy department.  
Naval war college (Newport).  
Naval intelligence office.  
General board.  
Army and navy joint board.  
Naval operations office.  
Navigation bureau (Navy dept.)  
Judge advocate general (Navy).  
Naval consulting board.  
Naval militia affairs division.  
Navy yards and naval stations commission.  
Naval affairs committee (Senate).  
Naval affairs committee (H. of R.).
- 361. Charitable institutions.  
American national Red Cross.  
Census bureau.  
Freedman's savings and trust company.
- 362.1. Hospitals.  
Army general hospital (Fort Bayard).  
Freedmen's hospital (D. C.).  
Naval hospital (D. C.).  
Public health service.  
Hospital corps (Army).  
Hospital corps (Navy).
- 362.2. Insane.  
St. Elizabeth's hospital (D. C. Formerly Government  
hospital for the insane).
- 362.4. Deaf.  
Columbia institution for the deaf (D. C.).  
Education bureau.

- 362.5. Pauperism.  
Census bureau.  
Labor statistics bureau.
- 362.6. Homes for the needy.  
National home for disabled volunteer soldiers.  
Soldiers' home (D. C.).  
Naval home.
- 362.7. Children: Charities. Delinquents.  
Children's bureau.  
Labor statistics bureau.  
Education bureau.  
See also 331.3, Child labor.
- 364. }  
365. } Reformatories. Prisons. Criminology.  
Justice department.  
International prison commission.  
United States penitentiaries commission (or Commission on equipping United States penitentiaries for manufacturing articles used by the government).  
Education bureau.  
Smithsonian institution.  
See also 343.73, Criminal law and administration.
- 368. Insurance.  
Census bureau.  
Foreign and domestic commerce bureau.  
See also 331.25, Industrial insurance. Workmen's compensation.
- 368.2. Marine insurance.  
See 386-7, Transportation: Water.
- 369.135. National society of Daughters of the American revolution.
- 369.151. Grand army of the republic.
- 370. Education.  
Education bureau.  
Census bureau.  
Education and labor committee (Senate).  
Education committee (H. of R.).
- 371.3. Methods of instruction.  
Indian affairs office.
- 371.7. School hygiene.  
Public health service.  
Education bureau.  
See also 379.173, Rural schools.
- 371.74. School games, dances, songs, etc.  
Indian affairs office.
- 371.912. Education of the deaf.  
See 362.4, Deaf.
- 371.95. Education of the Indian.  
See 970.1, Indians.

- 371.974. Education of the negro.  
Education bureau.  
Howard university.
- 371.98. Education of the foreign-born.  
Education bureau.  
Naturalization bureau.  
Information division (Immigration bureau).
- 378. Colleges.  
See 607 and 630.7, Colleges of agriculture and mechanic arts.
- 379.173. Rural schools.  
Education bureau.  
Agriculture department.  
States relations service.  
Markets bureau.  
See also 371.7, School hygiene.
- 380. Commerce. Transportation. Communication.  
Federal trade commission.  
Foreign and domestic commerce bureau.  
Commerce department.  
Commercial economy board.  
Markets bureau.  
Census bureau.  
Interstate and foreign commerce committee (H. of R.).  
See also 338, Production. Manufactures. Prices.
- 381. Domestic commerce.  
Federal trade commission.  
Foreign and domestic commerce bureau.  
Markets bureau.  
Interstate commerce committee (Senate).  
Interstate and foreign commerce committee (H. of R.).  
See also 385 and 386 and 387, Transportation.
- 381. Commercial organizations.  
Foreign and domestic commerce bureau.  
Interstate commerce commission.
- 382. Foreign commerce.  
War trade board.  
Foreign and domestic commerce bureau.  
Markets bureau.  
Pan American union.  
Commerce committee (Senate).  
Interstate and foreign commerce committee (H. of R.).
- 383. Post office.  
Post office department.  
Post offices and post roads committee (Senate).  
Post office and post roads committee (H. of R.).
- 384. Telegraph. Telephone. Cable.  
Interstate commerce commission.  
Radio service (Navigation bureau, Commerce dept.).  
Naval communication service.

- Census bureau.
- Post offices and post roads committee (Senate).
- Post office and post roads committee (H. of R.).
- See also 621.38, Telegraphy; 623.7, Military signaling.
- 385 } Transportation.
- 386 } Quartermaster general of the army.
- 387 }
- 385. Transportation: Railroads (Railroad management).
- Interstate commerce commission.
- Valuation division.
- Eight-hour commission.
- Interstate commerce committee (Senate).
- Railroads committee (Senate).
- Interstate and foreign commerce committee (H. of R.).
- Railways and canals committee (H. of R.).
- See also 625, Railroads (Railroad building).
- 385. Express.
- Interstate commerce commission.
- Interstate commerce committee (Senate).
- Interstate and foreign commerce committee (H. of R.).
- 386 } Transportation: Water (Canal, river, ocean). Ships.
- 387 } Shipping board.
- Emergency fleet corporation.
- Interstate commerce commission.
- Foreign and domestic commerce bureau.
- Commerce department.
- Foreign mails division.
- Navigation bureau (Commerce dept.).
- Coast guard.
- Steamboat-inspection service.
- War risk insurance bureau.
- Commerce committee (Senate).
- Merchant marine and fisheries committee (H. of R.).
- Railways and canals committee (H. of R.).
- Interstate and foreign commerce committee (H. of R.).
- See also 626.9, Ship canals.
- 386. Highways.
- See 625.7, Roads.
- 388. City transit. Street railways.
- Census bureau.
- 389. Weights and measures.
- Standards bureau.
- Standards, weights and measures committee (Senate).
- Coinage, weights and measures committee (H. of R.).
- 390. Customs. Folk lore.
- National museum.
- Ethnology bureau.
- 497. Indian languages.
- Ethnology bureau.



- 500. Science.
  - Smithsonian institution.
  - National academy of sciences.
  - National research committee.
  - Education bureau (Science teaching).
  - Science bureau (P. I.).
- 510.8. Mathematical, physical, etc., tables.
  - Nautical almanac office.
  - Smithsonian institution.
- 520. Astronomy.
  - Naval observatory.
  - Smithsonian institution.
- 521. Theoretical astronomy.
  - Astrophysical observatory.
- 525.6. Tides.
  - Coast and geodetic survey.
  - Weather bureau.
- 526. Geodesy.
  - Coast and geodetic survey.
- 526.9. Surveying.
  - General land office.
  - Engineer department.
- 526.99. Hydrographic surveys and charts.
  - Hydrographic office.
  - See also 551.46-7, Oceanography. Currents, etc.;
  - 551.57, Rainfall. Flow of streams. Floods.
- 527. Navigation.
  - Navigation bureau (Commerce dept.).
  - Navigation bureau (Navy dept.).
  - Hydrographic office.
  - Naval observatory.
  - Nautical almanac office.
- 528. Ephemerides.
  - Nautical almanac office.
- 529.78. Instruments for measuring time.
  - Standards bureau.
- 530. Physics.
  - Standards bureau.
- 538.7. Terrestrial magnetism.
  - Coast and geodetic survey.
  - Smithsonian institution.
- 540. Chemistry.
  - Standards bureau.
  - See also 543.5, Analytical chemistry; 631, Soils.
  - Fertilizers; 660, Chemical technology.
- 543.5. Analytical chemistry.
  - Chemistry bureau.
  - See also 614.3, Food and drug analysis; 631, Soils.
  - Fertilizers; 660, Chemical technology.

## 170 Publishing Bodies by Decimal Classification

- 549. Mineralogy.  
Geological survey.  
National museum.  
See also 553, Economic geology.
- 549.8. Coal, etc.  
See 662.6, Coal. Peat. Coke. Natural gas. De-natured alcohol.
- 550. Geology.  
Geological survey.  
Geological survey committee (Senate).
- 551. Physical geography.  
Geological survey.
- 551.2. Seismology.  
Weather bureau.  
Geological survey.  
Smithsonian institution.
- 551.46 } Oceanography. Currents, etc.  
551.47 } Coast and geodetic survey.  
Hydrographic office.  
International council for study of the sea.  
See also 526.99, Hydrographic surveys and charts.
- 551.5. Meteorology.  
Weather bureau.  
Smithsonian institution.
- 551.57. Rainfall. Flow of streams. Floods.  
Weather bureau.  
Geological survey.  
Agriculture department.  
Flood control committee (H. of R.).  
See also 627, Rivers. Harbors. Hydraulic engineering.
- 553. Economic geology.  
Geological survey.  
See also 338.2, Mineral products; 549, Mineralogy.
- 553.2. Coal, petroleum, etc.  
See 662.6, Coal. Peat. Coke. Natural gas. De-natured alcohol; 665.4-5, Mineral oils. Asphaltum.
- 553.7. Mineral waters.  
See 615.79, Mineral waters.
- 560. Paleontology.  
Geological survey.  
National museum.
- 571 } Prehistoric archeology. Anthropology. Ethnology.  
572 } Ethnology bureau.  
573 } National museum.
- 572.998. Eskimos.  
Ethnology bureau.  
National museum.  
Education bureau.  
Public health service.

579. Collectors' manuals. Taxidermy, etc.  
National museum.  
Biological survey bureau
580. Botany.  
Plant industry bureau.  
National museum.  
United States national herbarium.  
Agriculture department.
- 581.2. Diseases of plants.  
Plant industry bureau.  
Federal horticultural board.  
Agriculture department.  
See also 632, Insects. Blights, etc.
- 581.92. Marine plants.  
Plant industry bureau.  
Fisheries bureau.  
See also 338.3, Water products.
582. Trees.  
See 634.9, Forestry.
590. Zoology.  
Biological survey bureau.  
National museum.  
International commission on zoological nomenclature  
(Smithsonian institution).  
National zoological park.
- 591.65. Noxious animal life (Mostly insects and more minute  
organisms).  
Public health service.  
Entomology bureau.  
Agriculture department.  
Insecticide and fungicide board.  
Medical department (Army).  
Canal Zone. Health department.  
See also 632, Insects. Blights, etc.
- 591.92. Marine animals.  
Fisheries bureau.  
See also 338.3, Water products.
- 595.7. Insects.  
See 591.65, Noxious animal life; 632, Insects.  
Blights, etc.
597. Fishes.  
Fisheries bureau.  
National museum.  
See also 338.3, Water products; 639, Fisheries.
- 598.2. Birds.  
Biological survey bureau.  
National museum.  
Agriculture department.  
Smithsonian institution.
- 599.7. Seal.  
See 639.2, Seal fisheries.

## 172 Publishing Bodies by Decimal Classification

- 600. Useful arts.  
Smithsonian institution.
- 606. Industrial expositions.  
United States commissioners to expositions in United States or foreign countries.  
State department.  
Education bureau (Educational exhibits described).  
Industrial expositions committee (Senate).  
Industrial arts and expositions committee (H. of R.).
- 607. Industrial education.  
Education bureau.  
Labor department.  
Federal board for vocational education.
- 607. Colleges of agriculture and mechanic arts.  
Education bureau.  
States relations service.  
Agriculture department.
- 608. Patents and trade marks.  
Patent office.  
Pan American union.  
Patents committee (Senate).  
Patents committee (H. of R.).
- 610. Medicine.  
Public health service.  
Hygienic laboratory.  
Medical department (Army).  
Medicine and surgery bureau.  
Education bureau.  
Lighthouses bureau.  
Smithsonian institution.  
National academy of sciences.  
Agriculture department.  
Entomology bureau.  
Biological survey.  
Animal industry bureau.  
Plant industry bureau.  
Canal Zone. Health department.
- 610.7. Medical study and research.  
Army medical school (D. C.).  
Naval medical school (D. C.).  
Hygienic laboratory.
- 610.73. Training of nurses.  
Education bureau.  
Medical department (Army).  
Medicine and surgery bureau.
- 612.39. Foods: Nutrition: Metabolism.  
States relations service.  
Agriculture department.  
Smithsonian institution.  
See also 614.3, Food and drug analysis; 641, Foods.  
Cookery.

- 613. Personal hygiene.  
Markets bureau.  
Public health service.  
Children's bureau.
- 613.12. Health resorts.  
See 613.75, National parks and reservations.
- 613.6. Hygiene of employment.  
Labor statistics bureau.  
Labor department.  
Public health service.  
Internal revenue commissioner.  
Medicine and surgery bureau.  
See also 622, Mines and mining.
- 613.71. Physical training.  
General staff corps.  
Education bureau.
- 613.75. National parks and reservations.  
National park service.  
Interior department.
- 613.8. Hygiene of the nervous system.  
See 615.9, Poisons and habit-forming drugs.
- 614. Public health.  
Public health service.  
Hygienic laboratory.  
Labor statistics bureau.  
Medicine and surgery bureau.  
Animal industry bureau.  
Agriculture department.  
Indian affairs office.  
Smithsonian institution.  
Foreign and domestic commerce bureau.  
Government printing office.  
International office of public hygiene (Paris).  
Public health and national quarantine committee  
(Senate).
- 614.1. Vital statistics.  
Census bureau.
- 614.3. Food and drug analysis.  
Chemistry bureau.  
Reference board of consulting scientific expert  
Agriculture department.  
Solicitor of the Department of agriculture.  
Animal industry bureau.  
Fisheries bureau.  
Hygienic laboratory.  
Forest service.  
See also 338.1, Agricultural products; 543.5, Analytical chemistry; 612.39, Foods: Nutrition; Metabolism; 641, Foods. Cookery.
- 614.32. Pure milk.  
Public health service.  
Hygienic laboratory.  
Animal industry bureau.

States relations service.  
 Agriculture department.  
 Chemistry bureau.  
 See also 637, Dairying.

- 614.4 }  
 614.5. } Contagious diseases.  
           Public health service.  
           Hygienic laboratory.
- 614.7. Hygiene of the air and ground.  
       Labor department.  
       Chemistry bureau.
- 614.81. Rescue from drowning.  
       Coast guard.
- 614.82. Suffocation in mines, etc.  
       See 622, Mines and mining.
- 614.83. Explosions and explosives.  
       See 622, Mines and mining; 662.2, Explosives.
- 614.837. Steam explosions.  
       Locomotive boiler inspection division (Interstate commerce commission).  
       Steamboat-inspection service.
- 614.86. Protection of travelers.  
       Interstate commerce commission.
- 614.865. Lighthouses.  
       See 627.9, Lighthouses.
- 614.9. Hygiene of animals.  
       Animal industry bureau.  
       States relations service.  
       Agriculture department.  
       Public health service.  
       See also 619, Veterinary medicine.
- 614.96. Transportation of animals.  
       Engineer department.
615. Materia medica. Drugs.  
       Hygienic laboratory.  
       Chemistry bureau.  
       Public health service.  
       State department.  
       Agriculture department.  
       Plant industry bureau.
- 615.78. Drugs acting on the nervous system.  
       See 615.9, Poisons and habit-forming drugs.
- 615.79. Mineral waters.  
       Chemistry bureau.  
       Geological survey.  
       Interior department.  
       Foreign and domestic commerce bureau.
- 615.9. Poisons and habit-forming drugs.  
       Public health service.  
       Hygienic laboratory.  
       Internal revenue commissioner.

- Treasury department.
- Labor department.
- Insular affairs bureau.
- 618. Childbearing.  
Children's bureau.
- 618.9. Diseases of children.  
See 649, Nursery. Children.
- 619. Veterinary medicine.  
Animal industry bureau.  
States relations service.  
Agriculture department.  
See also 614.9, Hygiene of animals.
- 619.1. Horse.  
Mounted service school (Fort Riley).  
Animal industry bureau.  
Militia bureau (War dept.).
- 620. Engineering.  
Engineer department.  
Engineer school (Washington barracks).  
States relations service.  
Public roads and rural engineering office.  
Yards and docks bureau.  
Civil engineer corps (Navy).  
Mines bureau.  
Geological survey.  
Target practice and engineering competitions office.
- 620.1. Tests of materials.  
Watertown arsenal.  
Standards bureau.  
Chemistry bureau.
- 620.12. Timber tests.  
Forest service.  
Agriculture department.  
See also 674, Manufactures of wood.
- 621.1. Steam engineering.  
Steam engineering bureau.
- 621.18. Steam generation. Boilers. Furnaces.  
Standards bureau.  
Mines bureau.  
Steam engineering bureau.  
See also 614.837, Steam explosions. ?
- 621.182. Fuels.  
See 662.6, Coal. Peat. Coke. Natural gas. De-natured alcohol; 665.4-5, Mineral oils. Asphaltum.
- 621.1941. Smoke prevention.  
Mines bureau.
- 621.2. Hydraulic motors and machinery.  
Geological survey.

## 176 Publishing Bodies by Decimal Classification

- 621.3. Electric engineering.  
Standards bureau.  
Census bureau.  
Signal office.  
Steam engineering bureau.
- 621.33. Electric railways.  
See 388, City transit. Street railways.
- 621.38. Telegraphy.  
Radio service (Navigation bureau, Commerce dept.).  
Naval communication service.  
Signal office.  
Navigation bureau (Commerce dept.).  
See also 623.7, Military signaling.
- 621.43. Gasoline engines.  
Coast guard.
- 621.56. Refrigeration.  
See 664.8, Foods: Preservation. Canning. Cold storage.
- 622. Mines and mining (Includes mining laws and decisions, safety devices, etc.).  
Mines bureau.  
Geological survey.  
Standards bureau.  
General land office.  
Labor department.  
California debris commission.  
Mines and mining committee (Senate).  
Mines and mining committee (H. of R.).  
See also 662.2, Explosives.
- 622.33. Coal mining.  
See 622, Mines and mining; also 338.2, Mineral products; 662.6, Coal. Peat. Coke. Natural gas. Denatured alcohol.
- 623. Military engineering. Firearms. Fortifications. Gunnery.  
General staff corps.  
War industries board.  
Engineer department.  
Engineer school (Washington barracks).  
Army field engineer school (Ft. Leavenworth).  
Ordnance department.  
Ordnance and fortification board.  
Coast artillery office.  
Coast artillery school (Ft. Monroe).  
National board for promotion of rifle practice.  
Target practice and engineering competitions office (War dept.).  
Adjutant general's office.  
War department.  
Ordnance bureau (Navy).  
Naval gun factory.  
Gunnery exercises and engineering performances office (Navy dept.).



- Navigation bureau (Navy dept.).
- Coast defenses committee (Senate).
- See also 355, Military science. Army. Military administration of the United States; 359, Naval science. Navy. Naval administration of the United States.
- 623.6. Military roads.  
Engineer department.  
Alaska road commissioners board.
- 623.7. Military signaling.  
Signal office.  
Army signal school (Ft. Leavenworth).  
See also 621.38, Telegraphy.
- 623.8. Naval architecture.  
Construction and repair bureau.  
See also 699, Ship building.
- 624. Bridges.  
Engineer department.  
Public roads and rural engineering office.  
Commerce committee (Senate).  
Interstate and foreign commerce committee (H. of R.).
- 625. Railroads (Railroad building).  
Alaskan engineering commission (Interior department).  
Engineer department.  
See also 385, Railroads (Railroad management); 614.837, Steam explosions; 614.86, Protection of travelers.
- 625.7. Roads.  
Public roads and rural engineering office.  
States relations service.  
Agriculture department.  
Post offices and post roads committee (Senate).  
Roads committee (H. of R.).  
See also 623.6, Military roads.
- 626.8. Irrigation engineering.  
Reclamation service.  
Geological survey.  
States relations service.  
Agriculture department.  
Smithsonian institution.  
Census bureau.  
International commission for the equitable distribution of the waters of the Rio Grande, U. S. and Mexico.  
Irrigation and reclamation of arid lands committee (Senate).  
Irrigation of arid lands committee (H. of R.).  
See also 627, Rivers. Harbors. Hydraulic engineering; 627.5, Soil drainage.
- 626.9. Ship canals.  
Panama canal.

- Maritime canal company of Nicaragua (Interior dept.).
- War department.
- State department.
- President.
- Pan American union.
- Naval war college.
- American historical association.
- Smithsonian institution.
- Labor statistics bureau.
- Weather bureau.
- Interoceanic canals committee (Senate).
- See also 386 and 387, Transportation: Water.
- 627. Rivers. Harbors. Hydraulic engineering.
  - Engineer department.
  - International joint commission on boundary waters between U. S. and Canada.
  - Rivers and harbors engineers board.
  - Mississippi river commission.
  - Commerce committee (Senate).
  - Rivers and harbors committee (H. of R.).
  - See also 551.57, Rainfall. Flow of streams.
  - Floods; 626.8, Irrigation engineering.
- 627.5. Soil drainage.
  - See 631, Soil drainage.
- 627.9. Lighthouses.
  - Lighthouses bureau.
  - Hydrographic office.
- 628. Sanitary engineering.
  - Public roads and rural engineering office.
  - Agriculture department.
  - See also 696, Plumbing.
- 628.1. Water supply (Potable water and water power).
  - Geological survey.
  - Public health service.
  - Hygienic laboratory.
  - Agriculture department.
  - Plant industry bureau.
  - National academy of sciences.
  - Federal trade commission.
- 628.3. Sewage disposal.
  - Geological survey.
  - Public health service.
  - Hygienic laboratory.
  - Agriculture department.
  - Plant industry bureau.
  - Census bureau.
  - See also 628.4, Town sanitation.
- 628.4. Town sanitation.
  - Public health service.
  - Agriculture department.
  - Census bureau.

- 628.5. Industrial sanitation.  
See 621.1941, Smoke prevention.
- 629.13. Aviation.  
Signal office.  
Smithsonian institution.  
National advisory board for aeronautics.  
Aircraft production board.
- 630. Agriculture.  
Agriculture department.  
International institute of agriculture (Rome).  
Agriculture and forestry committee (Senate).  
Agriculture committee (H. of R.).
- 630. Farming as a business. Farm life.  
Farm management office.  
Markets bureau.  
Agriculture department.  
Federal farm loan bureau.  
Rural credits joint committee (Congress).  
See also 332.7, Agricultural credits.
- 630.6. Agricultural associations.  
Interstate commerce commission.
- 630.7. Agricultural study and experimentation.  
States relations service.  
Agriculture department.  
Plant industry bureau.  
Reclamation service.  
Education bureau.
- 630.7. Colleges and schools of agriculture.  
States relations service.  
Agriculture department.  
Education bureau.
- 631. Soils.  
Soils bureau.  
Agriculture department.  
States relations service.  
Plant industry bureau.
- 631. Fertilizers.  
Soils bureau.  
Agriculture department.  
States relations service.  
Plant industry bureau.  
Geological survey.
- 631. Soil drainage.  
States relations service.  
Agriculture department.
- 632. Insects. Blights, etc.  
Entomology bureau.  
Insecticide and fungicide board.  
Agriculture department.  
Federal horticultural board.  
Plant industry bureau.  
See also 581.2, Diseases of plants; 591.65, Noxious

animal life; for pests affecting animals see 636,  
Domestic animals.

- 634.9. Forestry.  
Forest service.  
National forest reservation commission.  
Geological survey.  
Agriculture department.  
Solicitor of the Department of agriculture.  
Census bureau.  
Agriculture and forestry committee (Senate).  
Forest reservations and protection of game committee (Senate).  
Agriculture committee (H. of R.).  
See also 338.1, Lumber and forest products; 620.12, Timber tests; 674, Manufactures of wood; 676, Paper making.
636. Domestic animals.  
Animal industry bureau.  
States relations service.  
Agriculture department.  
Public health service.  
Census bureau.  
See also 338.1, Agricultural products; 614.9, Hygiene of animals; 619, Veterinary medicine.
637. Dairying.  
Animal industry bureau.  
States relations service.  
Agriculture department.  
See also 614.32, Pure milk.
638. Bees.  
Entomology bureau.
639. Fisheries.  
Fisheries bureau.  
International fisheries commission.  
Fisheries committee (Senate).  
Merchant marine and fisheries committee (H. of R.).  
See also 338.3, Water products; 597, Fishes.
- 639.2. Seal fisheries.  
Fisheries bureau.  
State department.  
Finance committee (Senate).  
Ways and means committee (H. of R.).
640. Home economics.  
Agriculture department.  
Indian affairs office.  
Education bureau (Teaching methods).
641. Foods. Cookery.  
Agriculture department.  
Quartermaster general of the army.  
States relations service.  
Chemistry bureau.  
Animal industry bureau.  
Plant industry bureau.

- Fisheries bureau.
- Education bureau.
- Indian affairs office.
- Interior department.
- See also 612.39, Foods: Nutrition; Metabolism.
- 641.4. Foods: Preservation; Markets.  
See 338.1, Agricultural products; 338.1, Meat supply; 338.4, Manufactured articles; 664.8, Foods: Preservation; Canning; Cold storage.
- 649. Nursery. Children.  
Children's bureau.  
Public health service.
- 654. Telegraph.  
See 621.38, Telegraphy.
- 655. Printing and publishing.  
Census bureau.
- 655.53. Typographical style.  
Government printing office.  
See also 029.6, Writing for publication.
- 655.59. Government printing.  
Government printing office.  
Publications divisions.  
Note.—It is intended that there shall be a publications division in each executive department and independent office.  
International exchange service.  
Printing joint committee (Congress).  
Printing committee (Senate).  
Printing committee (H. of R.).  
See also 016.353, Bibliography of U. S. government publications.
- 656. Transportation.  
See 385, Transportation: Railroads; 386 and 387, Transportation: Water; 388, City transit.
- 657. Accounting.  
See 352.1, City finance and accounting; 352.6, City water supply accounting.
- 660. Chemical technology.  
Chemistry bureau.  
Agriculture department.  
Standards bureau.  
Census bureau.  
Foreign and domestic commerce bureau.  
See also 338.4, Manufactured articles.
- 662.2. Explosives.  
Mines bureau.  
Ordnance bureau (Navy dept.).  
Adjutant general's office.
- 662.6. Coal. Peat. Coke. Natural gas. Denatured alcohol.  
Mines bureau.  
Geological survey.

- Quartermaster general of the army.  
See also 338.2, Mineral products; 665.4 and 665.5, Mineral oils. Asphaltum.
663. Beverages, Fermented and distilled.  
Internal revenue commissioner.  
See also 178.4, Liquor traffic; 336.27, Special taxes.
664. Foods: Chemical technology.  
See 614.3, Food and drug analysis; 664.8, Foods: Preservation; Canning; Cold storage.
- 664.8. Foods: Preservation; Canning; Cold storage.  
Markets bureau.  
Foreign and domestic commerce bureau.  
Chemistry bureau.  
See also 338.1, Agricultural products; 338.4, Manufactured articles.
- 665.4. { Mineral oils. Asphaltum.  
665.5. } Mines bureau.  
Steam engineering bureau.  
Geological survey.  
Standards bureau.  
Interstate commerce commission.  
Census bureau.  
See also 338.2, Mineral products; 662.6, Coal, etc.
666. Clay industries.  
Mines bureau.  
Geological survey.
669. Metallurgy.  
Mines bureau.  
Geological survey.  
Foreign and domestic commerce bureau.  
Standards bureau.  
Census bureau.  
See also 553, Economic geology.
670. Manufactures.  
Federal trade commission.  
Foreign and domestic commerce bureau.  
Census bureau.  
Pan American union.  
Manufactures committee (Senate).  
See also 338.4, Manufactured articles.
674. Manufactures of wood.  
Forest service.  
Agriculture department.  
See also 620.12, Timber tests.
676. Paper making.  
Chemistry bureau.  
Forest service.  
Agriculture department.  
Plant industry bureau.  
Labor statistics bureau.  
See also 338.4, Manufactured articles.

- 682.1. Horseshoeing.  
         Mounted service school (Fort Riley, Kans.).  
         General staff corps.  
         Militia bureau (War dept.).
- 696. Plumbing.  
         Public roads and rural engineering office.  
         Supervising architect.  
         Agriculture department.  
         See also 628, Sanitary engineering.
- 699. Ship building.  
         Construction and repair bureau.  
         See also 623.8, Naval architecture.
- 700. Fine arts.  
         Fine arts commission.  
         National gallery of art (National museum).  
         Library joint committee (Congress).
- 711. Public parks.  
         National park service.
- 725. Public buildings.  
         Supervising architect.  
         Fine arts commission.  
         Office of public buildings and grounds and Washing-  
             ton monument (For D. C. only).  
         Public buildings and grounds committee (Senate).  
         Public buildings and grounds committee (H. of R.).
- 727. Schoolhouses.  
         Education bureau.
- 769. Collections of engravings.  
         Prints division (Library of Congress).
- 770. Photography.  
         Signal office.
- 780. Music.  
         Music division (Library of Congress).  
         Education bureau (Music teaching).
- 790. Amusements.  
         See 371.74, School games, dances, songs, etc.
- 797. Yachting.  
         Navigation bureau (Navy dept.).
- 798. Horsemanship.  
         War college division.  
         Militia bureau (War dept.).
- 799. Hunting. Fishing. Game.  
         Biological survey bureau.  
         Agriculture department.  
         Alaska. Governor.  
         Forest reservations and protection of game committee  
             (Senate).
- 900. History.  
         American historical association.  
         See also 973, History of the United States.

910. Geography.  
 Geographic board.  
 Philippine committee on geographical names.  
 See also 917.3, Geography of the United States.
912. Maps and charts.  
 Geological survey.  
 General land office.  
 Topography division (P. O. dept.).  
 Coast and geodetic survey (Coasts of United States and waters adjacent).  
 Hydrographic office (Foreign waters and coasts).  
 State department.  
 Reclamation service.  
 Forest service.  
 Engineer department.  
 Mississippi river commission.  
 Northern and northwestern lakes survey.  
 General staff corps.  
 War college division.  
 Geographic board (Advisory).  
 Maps and charts division (Library of Congress. Bibliography).  
 See also, for statistical weather, and soil maps, 317.3, Statistics of the U. S.; 551.5, Meteorology; 631, Soils.  
 Note.—Here are not included maps bound in and illustrating books, but maps issued separately only.
- 913.7. { Antiquities of America.  
 913.8. } Ethnology bureau.  
 National museum.  
 Mesa Verde national park  
 Casa Grande ruin.  
 Interior department.
- 917.2. Mexico. Central America. West Indies.  
 Pan American union.
- 917.293. Dominican Republic.  
 Insular affairs bureau.  
 Dominican customs receivership.
- 917.295. Porto Rico.  
 Porto Rico. Governor.  
 — Agricultural experiment station.  
 — Education bureau.  
 — Census office (And other government departments of Porto Rico. They report to the United States War department).  
 Insular affairs bureau.  
 Census bureau.  
 Foreign and domestic commerce bureau.  
 Labor statistics bureau.  
 Geological survey.  
 Ethnology bureau.  
 Education bureau.  
 Agriculture department.  
 Animal industry bureau.



- Forest service.
- Plant industry bureau.
- Weather bureau.
- Public health service.
- Pacific islands and Porto Rico committee (Senate).
- Insular affairs committee (H. of R.).
- 917.3. Geography and description of the United States.
  - Geological survey.
  - Coast and geodetic survey (Coasts and waters).
  - See also 910, Geography; 912, Maps and charts.
- 917.3. United States: Boundaries.
  - International joint commission on boundary waters between United States and Canada.
  - International boundary commissions, United States and Canada (3 in number).
  - State department.
  - Geological survey.
  - International boundary commission, United States and Mexico.
  - St. John river joint commission.
- 917.53. District of Columbia.
  - District of Columbia. Commissioners.
  - District of Columbia committee (Senate).
  - District of Columbia committee (H. of R.).
  - See also 725, Public buildings.
- 917.7. Mississippi river.
  - Mississippi river commission.
  - Mississippi river and its tributaries committee (Senate)
  - Flood control committee (H. of R.).
- 917.98. Alaska.
  - Alaska. Governor.
  - Agricultural experiment station.
  - Interior department.
  - Smithsonian institution.
  - Geological survey.
  - Coast guard.
  - Coast and geodetic survey.
  - Census bureau.
  - Alaskan engineering commission.
  - Alaska road commissioners board.
  - War department.
  - Education bureau (By means of the Alaska school service; the Alaska division; and the Alaska reindeer service).
  - Agriculture department.
  - States relations service.
  - Plant industry bureau.
  - General land office.
  - Labor statistics bureau.
  - Foreign and domestic commerce bureau.
  - Topography division (P. O. dept.; Map).
  - Territories committee (Senate).
  - Territories committee (H. of R.).

See also 572.998, Eskimos; 590, Zoology; 622, Mines and mining; 634.9, Forestry; 639, Fisheries; 639.2, Seal fisheries; 970.1, Indians.

918. South America.  
Pan American union.  
International high commission.
- 918.6. Canal Zone (Isthmus of Panama).
- 919.14. Philippine islands.  
Philippine commission, 1900-date.  
— Science bureau.  
— Census bureau.  
— Forestry bureau.  
— Weather bureau.  
— Lands bureau.  
— Public instruction department. } And other government bureaus, all under the commission.  
Insular affairs bureau.  
Foreign and domestic commerce bureau.  
Geological survey.  
Coast and geodetic survey (Atlas).  
Labor statistics bureau.  
Agriculture department.  
Education bureau.  
Public health service.  
Philippine committee on geographical names.  
Philippines committee (Senate).  
Insular affairs committee (H. of R.).
- 919.61. American Samoa.  
Navy department.  
Pacific islands and Porto Rico committee (Senate).  
Insular affairs committee (H. of R.).
- 919.67. Guam island.  
Navy department.  
Guam. Agricultural experiment station.  
Pacific islands and Porto Rico committee (Senate).  
Insular affairs committee (H. of R.).
- 919.69. Hawaii.  
Hawaii. Governor.  
— Agricultural experiment station.  
Interior department.  
Education bureau.  
Census bureau.  
Foreign and domestic commerce bureau.  
Labor statistics bureau.  
Geological survey.  
Coast and geodetic survey.  
General land office (Map).  
Ethnology bureau.  
Agriculture department.  
States relations service.  
Biological survey bureau.  
Entomology bureau.  
Forest service.  
Plant industry bureau.  
Weather bureau.

- Fisheries bureau.
  - Territories committee (Senate).
  - Territories committee (H. of R.).
- 919.8. Arctic regions.  
Smithsonian institution.
- 919.9. Antarctic regions.  
Smithsonian institution.
- 920.073. Biography: United States.  
Congress (Memorial addresses and other publications).  
Joint printing committee (Congress).  
National academy of sciences.  
Adjutant general's office.
- 929.9. Flags.  
Navy department.  
Quartermaster general of the army.  
Library of Congress.
- 970.1. Indians.  
Ethnology bureau.  
Indian affairs office.  
Indian commissioners board.  
Five civilized tribes superintendent.  
National museum.  
Smithsonian institution.  
Interior department.  
Census bureau.  
Indian affairs committee (Senate).  
Five civilized tribes of Indians committee (Senate).  
Indian affairs committee (H. of R.).
- 973. United States: History.  
American historical association.  
Manuscripts division (Library of Congress).  
Rolls and library bureau.  
Library and naval war records office.  
Library joint committee (Congress).



PART IV

Library Practice



# I

## Information and Selection

Especially for the small library and the non-depository, where the Monthly Catalog, if received, is not read regularly, the following hints as to means of information about the national publications and their selection, are given.

In the first place, every library, even the smallest, should own and use the Checklist. It is in itself a liberal education for both librarians and readers. But this gives publications only through 1909. Also, J. I. Wyer, *United States Government Documents In Small Libraries*,<sup>1</sup> should be owned by every small library, and the publications there recommended be the first procured. It will doubtless be not allowed to fall too far behind in date. Further, even the small library will be helped by the *Author Headings For United States Public Documents As Used in the Official Catalogues of the Superintendent of Documents*,<sup>2</sup> because the learning from this list that there is at Washington, for example, a Children's Bureau, will suggest that its publications may be of use to a reader interested in child welfare. Of great help will be the Price Lists issued by the Documents Office from time to time, pamphlets, each giving references to where material may be found in a special field of knowledge. Parts of works are given, and back as well as current publications are included. Some of the subjects on which lists have been issued are:—United States history, poultry, forestry, fishes, military and naval literature, labor questions, foods and cooking,

<sup>1</sup> 14th edition revised. Chicago, A. L. A., 1914. (A. L. A. Publishing Board, *Library handbook* 7.)

<sup>2</sup> 3d edition, March 4, 1915. (Documents Office. *Bulletin* 18.) For two earlier editions see Checklist, p. 416.

insect pests, cement, engineering mechanics, international law, etc. New editions replace old ones as new material is printed. Many government offices issue yearly or occasionally a printed list each of its own publications,<sup>3</sup> and it is entirely proper for any library to write, for instance, to the Children's Bureau to ask if it publishes such a list, and to request the gift of it. The list of publications of the Agriculture Department is printed monthly, and is sent to all who ask for it.

Aside from these, the same helps in selecting as used for other kinds of literature will be used. The selected United States publications given in the A. L. A. Book List are all good. Notes of new publications in magazines, newspapers, in lists of other libraries and in special bibliographies, etc., will be helpful.

The librarian of a small or medium sized library must not be misled by the statements made of the value of the national publications into accepting and keeping blindly everything which may descend upon the library from an indiscriminating Congressman, or any other source. Each publication should be looked into, its scope and value be ascertained. The criterion, with this as with other material, is in the answer to the question: Does this fit into an interest felt by my readers, or any interest which I can develop among them? As anything can be sent back to the Documents Office free under franks which that office will provide on request, such disposal should be made of any which do not survive the application of this test. But discarding should not be done without due deliberation, and expert appraisal should be secured, if possible.

To keep half a dozen back volumes of an annual report of which it is not thought worth while to get the other issues to complete the file, does not seem sensible. Odd volumes of miscellaneous House and Senate Documents and Reports should not be kept unless some pub-

<sup>3</sup> See Bibliography: General: Publishing bodies' lists of their own publications.



lication in any volume is wanted for its subject's sake. This does not negative the keeping of the latest issue only of any report or statistical publication, and shipping last year's report back to Washington as this year's is received, or retiring it to basement or attic. If an odd volume is kept because of the value of only one of several publications in it, it should be classed according to that one, and that alone be cataloged. It is allowable to ignore other publications in the volume if they would be discarded except for being included. In cataloging the one valuable publication, if the volume is of the four series of House or Senate, the catalog entry will end with the note of the series, e.g.: (U. S. 54th Congress, 2d session, House Document 134. In volume 29: 3505). But no entry under U. S. Congress, House Documents, need be made for it.

The most troublesome question constantly recurring is: In what other form or forms does this material appear, and which one, or how many, of those obtainable shall the library keep? To the cost of storage and care must be added, be it remembered, that of the clerical labor of all records, the labeling, perhaps binding, etc. The writer once bound for use the three quarto volumes of the Documentary History of the Constitution of the United States, 1786-1870,<sup>4</sup> extracting them from the Bulletins of the Rolls and Library Bureau, where they were originally published as a series of appendixes. Later there came to the library an edition in beautiful binding bearing the seal of the State Department. A third edition came out later in the form of a sheep bound House Document.

Many things come out unbound earlier, and later form part of a bound volume which may or may not agree with the earlier issue. The cases differ. An example of one case is the Bulletins of the Geological Survey, which have first publication each unbound. Later the depository libraries receive them bound in volumes.

<sup>4</sup> See Checklist, p. 972.

The Experiment Station Record and the Congressional Record replace the separate issues with a bound edition of the completed volume. The Session or Pamphlet Laws, indispensable as the early first issue at the end of each session, are superseded at the end of the Congress by the Statutes at Large, which contain, bound and also rearranged, all that is in the previously published two or three volumes of Pamphlet Laws. Of course each Senate and House Report and Document appears in Washington, first and promptly, separate and unbound, and they are later made into volumes, as before described.<sup>5</sup> But the depository libraries get them at a later date, after they are bound. On the other hand, of some publications, the Monthly Catalog, for instance, each issue must be preserved with care, as copies can not be obtained from Washington to replace any lost.

Some unbound material is extracted from larger works, and may bear the paging of the publication from which it is taken, or be independently paged. The separate and advance print without appendixes of the report of the head, which is issued by most departments and important bureaus, and which, when it strays into a library, is likely to puzzle a tyro, is the most familiar instance of this. The "separates" of very many scientific, technical, statistical, or other such publications — for example, the Mineral Resources, the Year Book of the Agriculture Department, the Proceedings of the National Museum, etc.— entries for which crowd the Monthly Catalog, the Document Catalog, and the Checklist, usually bear the inclusive paging of the larger work. This will help to identify them as "separates," for it is not easily recognizable that they are such, or whence they come. Separates do not come under the ban as wasteful reprint editions. They are issued for convenience of advance distribution, or for the use of those who have need for one part of the work but not for

<sup>5</sup> See Why Bewildering: topic 5.

the whole; and for those purposes are indispensable. The question whether a library, when it has the complete work, should keep any separates that may chance to come should generally be answered in the negative. Only when the demand for this special material in its place among the works on its special subject, justifies it, should a separate be kept.

## II

### General Practice

As has been said, library practice should be identical whether applied to government or to non-government material, be it books, serials, pamphlets, ephemeral matter for temporary keeping, or anything else. But the great variety of depository material, and the difficulty of assorting each item so as to assign to each its appropriate treatment, invite discussion. Therefore certain recommendations, taken from the experience of the writer, are offered here, on the chance that one or another of them may help the inexperienced librarian. Most of these suggestions apply equally to non-governmental and governmental material of the class designated, and the library that has a well thought out system in operation will have no use for them. No attempt is made at giving complete instructions under any topic. What is outlined here is not put forward as *the* system, but as *a* system which will be found workable. That a system must be adopted as a whole, and that to take one segment from one system and another segment from another system will often block the running, must be remembered.

What is meant by system? Each kind of material that comes to a library has to be "processed," as it is called in the arts. Efficiency principles apply here the same as in manufacturing or office work. Even the arrangement of the work rooms enters into the result. From raw material to finish it should pass as if on a gravity railroad, without ever retracing a step, each finding the process adapted to its class without question as to which that is — nothing done twice, every non-essential eliminated, every essential adequately, well, and perma-

nently done. For the library does not, like the factory or business house, make a complete turnover and clearance once in so often. It consumes its own finished product, and its own errors of judgment and execution disarrange its shelves and clutter up its records. System does not consist in picking up one part of the process here and another there, and installing a patchwork routine in which details jangle with each other and with facilities and conditions, but in perceiving the indispensable, and securing it in the fewest steps possible.

The very large libraries, which are building up huge aggregations of government publications of all the countries on the globe in document departments, are not in view here. The state libraries also have problems and use which differ from those of the public and college library, and will find nothing to help them here. The publications as they are and have been are here treated. With better bibliographical methods in publishing this material, much said here would become unnecessary.

The United States publications as they come to a depository library are a very heterogeneous lot of material, besides the problems of various editions which they present. Different ones will call for about as many diverse processes of treatment as the library has in use, with, possibly, a few extra ones expressly devised for the government publications. The opening, checking, and disposal of the shipments as they come to the library should not be confided to a mere clerk. If there is a reference librarian specially deputed to care for the government publications, he may supervise the unpacking. But it would seem to fall naturally to the chief of the cataloging and classification to say in what way each kind of material shall be disposed of, how recorded, and its manner of preparation for the shelves; also to declare what may be discarded and when. Constant consultation and dovetailing of system will be necessary between the head of the cataloging and classification and the keeper of

the serial check record. As all library records and methods have for their object to serve the library staff — especially the reference staff — and the readers in getting hold of the books and the material in them, so here also this must be held in view as the end and object.

For purposes of discussion we may treat this material under the three classes:— books, bound or unbound;<sup>6</sup> pamphlets; and serial publications; though this is like making the divisions of men, women, and government officials, for the serial publications will include both books and pamphlets. The treatment of each of these classes will follow the system of the library for non-governmental publications of the same class, and the government publications will be entered in check record, accession book, catalog, and shelf list side by side with and sandwiched in between non-governmental books, pamphlets, and serials. The exceptional case of the four series of Senate and House Documents and Reports, the so-called Congressional set, will be spoken of in the section on cataloging. Pamphlets also, and maps, will be given separate attention later.

<sup>6</sup> An important work which comes unbound may be bound: or, if the library is not likely to use it much, and the material on the shelves is well taken care of, and the binding fund is overdrawn, it may be protected by outside covers, and accessioned, cataloged, and used as if bound. This is at the discretion of the librarian.

### III

#### Check Record of Serials

After unpacking, all separate publications of the rank of books, whether bound or unbound, will be sent on to be accessioned and cataloged. All publications which have a numbering continuous with others in a series<sup>7</sup> will be entered previously to this or other disposition of them, in the serial check record. The four series of Senate and House Documents and Reports need not be entered in the serial check record, except in case the separate unbound publications of the series are issued to the libraries as printed. This was done for a few years just preceding 1910, but has been discontinued.

That the library should make record of every serial issue under the serial title immediately upon its coming to the library, is very essential. This record will preferably be on cards, a separate card for each title. The purposes accomplished by this record are three. First, it provides the library with a "tickler," by which it can ensure the getting regularly every issue of the serials on the list, without lapses or delay. A device by which this "tickler" automatically corrects itself annually has been used at the library of the University of Illinois. A box or tray is used for holding the cards which is slightly wider than the cards. At the beginning of the year the cards are all pushed to one side of the box. After the last issue for the year is entered on each card, it is shoved to the other side of the box. All card records not so moved at the end of the year receive attention. Without some such check a lapse in coming, especially of an annual, might not be noticed till a reader's

<sup>7</sup> Such series as the American Statesmen or English Men of Letters series are not meant here.

application called attention to the lack of late issues.

Second, it provides the library with a statement up to the minute of what it possesses of each serial. Those serial issues that are complete, independent works of a size to be shelved without delay, will be accessioned and cataloged like other books, after being recorded. The others — by far the majority — which we may call the minor serials, will not appear in accession book or catalog until after a period of delay that may be a year or a term of years. For it must be remembered that the catalog is not the place to record, ordinarily, what is bibliographically incomplete, or not in its final shape for preservation; and a minor serial may wait for years to complete a volume or to accumulate enough to be bound. And all during this period the check record will be the only place which provides information concerning late issues of each serial. This will be more fully discussed in the section on cataloging. It will be shown there that the catalog will refer to the check record for information which it will not give itself. For this reason the form of entry in this record should be the same as that used in the catalog; and, generally, all records throughout the library, especially those filed alphabetically, should use a standardized, uniform entry. And because it is an adjunct to the catalog, the head of the cataloging should have the right of revision of the serial record, and to have included in that record whatever details are required by him.

Third, it provides the most convenient place for assembling all the other items about these serials needed for ordering them. The following are details that will in general be found worth while to give on the check record card: — (1) place of publication; (2) frequency; (3) number of volumes a year; (4) period of completing volumes; (5) source; (6) on what terms; (7) list price; (8) net price; (9) date of order; (10) date of bill; (11) period when subscription expires; (12) what has been received to date; and (13) call number



in library. Of course not every one of these is used for every serial, and when (6) is filled out with "gift," as in the entry for all United States government serials, (7)-(11) are blanks. When a new serial begins to come, the head of the cataloging will supply a classification and book number in advance, together with form of entry, if the latter is in doubt. In such a case it is not always possible to ascertain all items in advance, nor, if publication is only just now started, to forecast how it is going to develop. Record can be made and details filled in as they become known.

In the case of series of bulletins, circulars, etc., each issue of which is a short but distinct work, complete in itself, with its separate author and title, like the bulletins of the Education Bureau, it will be desirable, as explained later, to make the briefest note possible of the author, the title, and the date of each issue along with its number. This may be put on a supplementary card or cards, if more convenient. A substitute, usually an unsatisfactory one, is to check the issues on a printed list.

In cataloging a serial there are four items concerning it which must in all cases be stated if they exist in the serial in hand. These are:—(1) the volume number or issue number, or both; (2) dates covered by the contents of the issues; (3) number of volumes; (4) first and last publication dates, connected by dash. Of these catalog items, the first two belong in the check record. If, as in the case of most administrative reports, there is no consecutive numbering, item (1) drops out. Similarly, where, the serial being neither statistical nor administrative, the period covered has no significance, as in the Farmers' Bulletins, item (2) vanishes. But when, like the Congressional Record, the serial supplies both items, it will ensure accuracy and often save time to give both, not only in the serial record, but also in lists of wanting parts, in orders—in fact, every time serial issues are quoted. The use of the oblique dash



require. In case of serials not monthly, weekly, nor of other regular periodicity, as the Farmers' Bulletins, their consecutive numbers, e.g., 1, 2, 3, etc., may be, on form A, entered in the space for the month in which received. Such bulletins are often so inconsecutive that the memorandum of the approximate date of receipt is helpful.

It will probably be found convenient to keep the cards in two separate files, one for annuals, another for serials appearing more frequently, and possibly a third file for such as are temporarily unsettled in status, or those of which only an occasional number floats in upon the library. But this is a matter of choice.

## IV

### Cataloging (Excluding Subject Cataloging)

#### 1. *House and Senate four series*

The bound volumes of the four series of Documents and Reports of Senate and House, or so-called Congressional set, it has been said, are not to be entered in the serial record, although each separate Document and Report, if the series were supplied in the unbound form, would be. Only one record of the whole bound set is, according to the writer's experience, necessary. This record is the shelf list. The entry there will be under the title of each series, each volume being entered separately under its volume number, e.g., Senate Documents, volume 50. In the shelf list for the Congressional set there will be a column for the serial number, i.e., the consecutive numbers which come down from the 15th Congress. These serial numbers, distinct for each volume, will be added to the class and book number, identical for every volume of the set, to make the full call number for the volume (e.g., 328.73 Un3 6122, according to the Decimal classification and the Cutter book number table). There will be another column for the short title on the back of the volume indicating its contents, e.g., "Documents of a public nature"; or "Deficiency estimates." A sample of shelf list entries is appended. (See Shelf list, A.) The numbers of the Reports or Documents included in a volume can, obviously, not be given when there are several of them. Those transferred to other classes will receive full entry in the shelf list where transferred. If preferred, class and book number as transferred may be put in the accession number column. This will eliminate the

"Classed" column. The contents title may or may not be omitted for these. (See Shelf list, B.)

**Shelf list. A.**

328.73 Un3

U. S. 62d Congress, 2d session

Serial no.	Acc. no.	Series title	Vol.	Contents title	Classed
6122	(Omit no.)	Senate Reports	3	.... Miscellaneous, III	359Un39 R328.738 Un3
6123		" "	4	697. Approps. for rivers & har.	
6129		House Reports	1	.... Miscellaneous, I	
6130		" "	2	.... Miscellaneous, II	
6140		Senate Docs.	1	112. Navy yearbook, 1883-1911	
6141		" "	2	113. Cong'l direct'y 1st ed.	
6210		House Docs.	28	511. Proposals, Engineer Dept.	
6211		" "	29	246. Preservation of Niagara Falls	
6321		" "	139	.... Docs. of a public nature	

**Shelf list. B.**

328.73 Un3

U. S. 62d Congress, 2d session

Serial no.	Acc. no.	Series title	Vol.	Contents title
6122	359 Un39 R328.738 Un3	Senate Reports	3	.... Miscellaneous, III
6123		" "	4	697. Approps. for rivers & harbors
6129		House Reports	1	.... Miscellaneous, I
6130		" "	2	.... Miscellaneous, II
6140		Senate Docs.	1	112. Navy Yearbook, 1883-1911
6141		" "	2	113. Cong'l direct'y 1st ed.
6210		House Docs.	28	511. Proposals, Engineer Dept.
6211		" "	29	246. Preservation of Niagara Falls
6321		" "	139	.... Docs. of a public nature

Under the following headings cards will be put in the catalog:—

U. S. Congress.

Congressional series.

U. S. Congress. Senate.

Documents.

U.S. Congress. Senate.

Reports of committees.

U. S. Congress. House of Representatives.

Documents.

U. S. Congress. House of Representatives.

Reports of committees.

The call number, which will have to be for the set, not for each of the four series separately (328.73 Un3 according to the Decimal system and Cutter book number table), will be given its usual place on the card. But there will be no entry on any of these cards other than those given above. A note, however, will appear on each, reading something like this: "See shelves; also shelf list for statement of what the library has. For special Documents or Reports and subject material consult the Document Catalog and other government indexes, also this catalog. Apply at desk." In the opinion of the writer, these entries will never be looked for by readers. But they elucidate to any one who happens to find them the handling by the library of this class of publications, and such elucidations should never be lacking.

Some one in the library will of course have an eye open for important government matters as they come up in Washington, and be following in the Monthly Catalog the material published on them. Some system of temporary memorandum of such as are likely to be wanted by readers will have to be the reliance, until the Document Index, and the index to the Monthly Catalog, loose and time-consuming in its references as the latter is, come, to direct to material on all subjects. If a desired publication is a House or Senate Document, its number in the series should be noted. When received in this form and no other, and it is certain that its use will be much increased if it is classed with the books on its subject—say the report of the Federal Reserve Board with the books on banking—no hesitation need be felt to transfer it bodily to the subject place. When this is done,

entry for it in the shelf list of the Congressional set will include the call number to which transferred. This call number must also be noted opposite the volume in the Schedule of Volumes at the end of the Document Index.

The catalog, then, will have no complete entry for all or any of the Congressional series, but only a reference to the shelf list. Each individual Report and Document which it is thought advisable to catalog, however, will be handled as a distinct work—of course with its series note in curves at the end of the entry. But no entry for the series will be made in the case of the individual work either. This series note comprises when complete eight items, viz.: (1) U. S.; (2) number of Congress; (3) number of session; (4) which house; (5) Document or Report; (6) number of Document or Report; (7) volume number in series; (8) serial number. A sample series note in full is the following for volume nine of the Document Catalog: “(U. S. 60th Congress, 2d session. House Document 1574. In vol. 151; 5561).”<sup>9</sup> Order of items, punctuation, etc., will be settled by each library for itself, and then used uniformly. For the period since the numbering of the Documents and Reports began to be continuous through a Congress, without break for sessions, (3) is not indispensable. When many volumes of different Congresses, as a file of annual reports, for instance, are in one entry, the note will read: e.g., “(U. S. Congress. House Document. Number varies).”

For Reports, the heading, or official author, will be uniformly: “U. S. Congress. Senate (or House). name of committee.” For Documents the headings will be as diverse as there are official authors of the United States, besides unofficial authors in every variety. The Document Catalog may be consulted to determine what official body is author of any Document. For some documents, “U. S. Congress,” or “U. S. Con-

<sup>9</sup> See also Legislative Publications: II. The Serially Numbered Set, p. 124.

gress. Senate," or "U. S. Congress. House," is the official author. But very rarely will there be needed the very impractical heading including the number of Congress and session, e.g., "U. S. 63d Congress. 3d session." A more practical one, which brings things together on some classification basis, can usually be substituted. For instance, memorial addresses of whatever Congress are better grouped under "U. S. Congress. Memorial addresses"; or "U. S. Congress. Senate (or House). Memorial addresses," rather than scattered each under the number of Congress and session in which uttered. The phrase, "Memorial addresses," being a catchword inserted in the heading to make a grouping, will be omitted in the subject entry. The same method applies to the directories of Congress, to the manuals of Senate and House, the reports of their officers, etc. This insertion of a topic catchword to form groupings is made much use of in the Document Catalog.

For each library, or for any library to catalog every Document and Report would be an act of foolishness and supererogation. The Document Catalog does this finally, and other aids supplied by the Documents Office help out till that appears. For how many of the government publications each library shall make entry in its own catalog, is for each library to decide, according to the use and needs of its readers. Generally speaking, most of the departmental reports and separate publications of importance should be in the library's catalog. For most of the Congressional Reports and the minor Documents, dependence on the Document Catalog and Monthly Catalog is recommended.

In the second paragraph of this section it is recommended that an individual Document wanted for use be classed and shelved with the books of its subject. It may, if that is the system adopted, be cataloged and still left in place among the Documents.<sup>10</sup> It will then,

<sup>10</sup> For further discussion see in this section, topic VIII, Classification, p. 235.



of course, have the call number of the Congressional set, below which may be added the serial number of the individual volume. Where it is a file of annual reports or of some other serial that one desires to catalog and still leave each in its separate place by Congress and session, it will be difficult to give on the catalog card the location of each volume. Instead of attempting this on the catalog card it will be better to refer to the latest issue of a printed table that lists the serial numbers of annual reports and other such publications.<sup>11</sup> This list will probably always fall short by some issues of being complete to date.

If the library has the plain title edition of a work, that is the one to be classed by subject and cataloged. If the House or Senate Document edition be also in the library, how that shall appear in the catalog, or whether it shall appear at all, will be according to the labor the library devotes to its cataloging. Full entry may be made for it as an added edition. Or there may be given only the note: "Also in the Congressional set: 328.73 Un3 Serial no.."

In cataloging a minor Senate or House Document, either with or without a title-page, excessive verbiage may be perplexing.<sup>12</sup> Apply the general rule, which permits omissions *ad libitum* (indicating each omission by three dots, and retaining the opening words unless undesirable); and insertions (within brackets) of explanatory words, if necessary; but all without the slightest alteration or rearrangement.

In the case of the Reports, as has been said, the problem frequently is where to find on the Report itself words which will make a satisfactory title.<sup>13</sup> The Li-

<sup>11</sup> See U. S. Congress. Senate. Finding list to important serial documents published by the government in the library of the United States Senate; prepared by James M. Baker. 1901. 281 p. (S. Doc. 238, 56th Cong., 2d sess. In v. 15: 4043.)

For same list brought to later date see U. S. Congress. Senate. Catalogue of the library of the United States Senate. 1908. 600 p. il. p. 157-383. No Document edition.

<sup>12</sup> See Why Bewildering: topic 4, p. 68.

<sup>13</sup> See also Legislative Publications: VI. Reports of Committees, p. 140.

brary of Congress catalog and the Document Catalog differ more in their entries for Congressional Reports than for any other kind of publication. The entry is given in the Document Catalog only once, i.e., under subject—or subjects, if it requires more than one. Under personal name of senator or representative, and under committee, only a reference to the subject entry is given. Until December, 1915, the beginning of the 64th Congress, it ignored the catch title printed on the Report, and itself made up a title according to a form which is explained in its preface. The entry was as follows:—(1) subject heading; (2) personal name heading; (3) title, reading: Report from \_\_\_\_\_, name of committee favoring (or adverse to, rarely other variations) \_\_\_\_\_, no. of bill \_\_\_\_\_ title of bill. Words necessary to make the purpose of the bill clear are added to the title of the bill in brackets. The subject of the Report is told in the title of the bill. Since December, 1915, the entry is:—(1) subject heading; (2) committee heading; (3) title, reading: \_\_\_\_\_, catch title report to accompany \_\_\_\_\_ no. of bill \_\_\_\_\_ title of bill<sup>14</sup>; submitted by \_\_\_\_\_ personal name. The Library of Congress gives for title (under the heading, “U. S. Congress. Senate (or House). \_\_\_\_\_” name of committee) nothing but the catch title and other words found on the Report, without the title of the bill, and provides the necessary explanations and extra details in copious notes. Subject entries correspond.

## 2. *Corporate and other non-subject entries*

A previous section has explained why the catalog should use in most cases the publishing office as the author of a government publication instead of the actual person or persons who prepared it.<sup>15</sup> Directions given

<sup>14</sup> Title of bill is not always given.

<sup>15</sup> See *Why Bewildering*: topic 3, p. 66.

in the A. L. A. Catalog Rules, under "Corporate Bodies As Authors: Government Publications," or the same in other cataloging codes, should be followed. Contrary to the recommendation of some authorities, it is advised that no library, not even the smallest, shall omit the government author entry.<sup>16</sup> That ninety-nine out of a hundred readers do not know and will not look for this government author entry, and will find the work, if at all, by its subject entry, is not denied; but the argument is equally good for omitting author entry of much popular fiction and juveniles. Also, the public is coming to know some of the government publishing bodies, each individual the ones that touch his own private interests. The automobilist learns of the Geological Survey through its topographic sheets, or road maps, as he calls them; the manufacturer, of the Standards Bureau through its tests of materials. The farmer knows the Agriculture Department; the railroad man, the Interstate Commerce Commission; the county supervisor, the Public Roads and Rural Engineering Office; the banker, the Comptroller of the Currency; the teacher, the Education Bureau; and so on. Clearer and better acquaintance with the specializing publishing bodies will come as the government's publishing methods are simplified. The library, the people's university, which should always be one step higher and pulling the public up with it, should educate the public into definite knowledge of government authors by using them in its catalog. Loose records make vague and inefficient knowledge. When a reader is made to look under the name of the publishing office for a work giving information which he is seeking, ten to one he will find there other helpful publications of the same bureau, and the source is disclosed to him whence government help in his line may be sought. The omission of the government author entry deprives the one reader who looks

<sup>16</sup> See J. I. Wyer, U. S. government documents in small libraries, 1914, p. 25.

for it of the answer to the question he puts to the catalog: what publications by this bureau are to be had in this library?

Discussions have taken place at library meetings as to which of several possible entries (exclusive of subject entry) — government author, title, personal author, etc.—is best choice for a government publication. These discussions seem to the writer all equally futile. The obvious solution is to make them all. Make always (it is a universal rule for a good catalog) every entry under which it can be imagined that any fairly intelligent person will by any possibility look. It is better to make unreasonable, foolish entries than to fail to give readers every possible clue. Small libraries need simple catalogs, but simplicity should be sought in omission of bibliographical detail and in substituting references for complete entries, and in other economies, some of which will be suggested here, rather than in withholding the life lines which the reader, floundering in the catalog, needs.

It must be explained immediately that not all these entries will be careful, complete statements of the material which the library has. Many will be only guideposts, references giving the reader general directions where in other parts of the catalog he will find this information. Among the most general of these will be references under such words as Report, Bulletin, Proceedings, etc., directing the reader to look under the name of the body making the report, etc. Under "Interstate Commerce Commission" there will be found a reference to "U. S. Interstate Commerce Commission." If the reference is for a definite work, the call number may be given with the reference, so that the publication may be sent for without being obliged to look at the entry to which one is referred.

Title entries, which may be entries or references, as economy dictates, will be made freely. They will be made not only for actual titles, as: "Commerce Reports," "Farmers' Bulletins," "Statistical Abstract"; but also for

any names under which a publication has come to be known, as: "Horse Book"; "Interstate Commerce Reports," by which lawyers quote the Opinions of the commission; or "Uncle Sam's Cook Book," which last designates not one book, but a list of United States publications on the topic put out under that attractive title.

Personal author entry (which also may in most cases be a reference) is where the rule given, to satisfy every conceivable search, meets its limitations. It is impracticable for the general library to refer from the personal name of each secretary of the Treasury, from Hamilton down, to the United States Treasury Department, although the A. L. A. Catalog Rules direct such a reference for current reports of departments, and the Document Catalog makes not only this but other personal name references. The needs of the historian who looks for a treaty under the diplomat who carried it through; of the politician who knows the report of a commission only by the name of its chairman; of the mining engineer who knows the man who surveyed a claim but not the bureau which published his report; and of divers others, can never be fully met in cataloging government publications. The partial solution of the personal entry problem — it can not be fully solved except by a mere elaborate catalog than any reader of this is likely to find means to make — is in extending a helping hand here and there; e.g., when the name of the publishing body is unlikely to be known, or the personal author has been long or prominently connected with the work, as was Carroll D. Wright with the United States Labor Bureau. The explorations of the western United States made in the middle of the nineteenth century have long and cumbersome names, viz., Geographical and Geological Survey of the Rocky Mountain Region; Geological and Geographical Survey of the Territories; Geographical Surveys West of the 100th Meridian. They are better known under their directors, respectively Powell, Hayden, and Wheeler. A reference under each name

directing to the government author entry, where will be found brought together every one of its publications, will be best, for this and other more technical reasons.

A large number of personal names enter the catalog in so-called analytical work, i.e., (1) cataloging separately a certain chapter or certain pages in a work; or (2) cataloging each of a set of bulletins or other series as a distinct work. The personal author is the proper and only author of many, perhaps a majority of these cases. A typical case is the Bulletins of the Education Bureau. Series entry, with list of the Bulletins—or, better, reference to the bureau's printed list of them—will be made under "U. S. Education Bureau." Each separate Bulletin will be cataloged as a distinct work. All that have personal authors will be entered under those authors' names. Each one that has no author other than the bureau may be cataloged with the bureau for its individual author entry. But as an economy it is suggested that no author entry for these be put in the catalog, and that the series card state the omission in a note reading somewhat like this: "No other entry under U. S. Education Bureau besides this is made for any bulletin. But see separate entries under subjects of each, and under all individual authors." This recommended omission of "U. S. Education Bureau" as author entry for the single bulletin would not extend to the subject entry, where the words, "U. S. Education Bureau," would appear twice: once as individual author next after the subject heading; and again in the series note at the end of the entry.

Analytical cataloging must be balanced, both as to selection and amount, by the time and money the library can devote to it. To reach the greatest results with its time and money, the library is advised to refer often on its catalog cards to printed indexes; to lists on flyleaves of latest issue or in pamphlet form; to tables of contents in printed catalogs; or a printed list may be sometimes clipped and pasted on the catalog card. All lists

and indexes so referred to should be kept, so far as other use allows, close at hand, preferably on top of the catalog case; and the shelf list, and a dummy in the place from which it is transferred for this reference use, should state distinctly where each can be found.

Which of all the entries made shall be fixed upon to be what is technically termed "main entry," can not be laid down absolutely for every case; but in the great majority of cases it will be best to make the government author the main entry. "In a card catalog the main entry contains (generally on the back) a record of all the other entries made";<sup>17</sup> also the accession number, perhaps other cataloger's data. Also, as usually the subject, title, and other "added" entries are identical with the main entry except for the printing subject or title or other added heading above the main entry words, the choice of main entry determines the place of all added entries in the alphabetizing, and involves the risk that the entry may not be found when wanted. For instance, under the subject "Commerce" there will be many cards to finger. The Commerce Reports, if the main entry is the title, will be found under "Commerce" in the sub-alphabet under *C*, thus:

Commerce.

Commerce reports.

If the main entry is the government author, it will be in quite another place, under *U*, thus:

Commerce.

U. S. Foreign and Domestic Commerce Bureau.

Commerce reports.

Further, that part of the call number which is called the book number is usually taken from the main entry, although this is not necessarily so. This book number determines the subarrangement on the shelves. There will be long rows of volumes in class Commerce on the

<sup>17</sup> A. L. A. Catalog Rules. Boston, 1908. p. xv.

shelves. And if the book number begins with *C* the student who searches for it under *U* may go away without finding it. Uniformity in the choice of main entry prevents that erratic usage which wastes the time of the library staff and of the readers by their never knowing where they will find things. Controversy between advocates of personal, title, or government author main entry, respectively, thus simmers down to minute technical details the bearings of which only experienced workers can appreciate, and which the public and many head librarians will deride as having no worth or significance, simply because they do not know the often large results in practical working of these seeming trifles.

The Library of Congress is a safe guide to follow in choosing a main entry; but one must sedulously sift out and avoid adopting headings — and subjects as well — used in entries prepared by the libraries of certain departments and bureaus of Washington and supplied to the Library of Congress by them.<sup>18</sup> These do not follow A. L. A. and Library of Congress rules — the two are in the main identical; but are according to forms in use in the catalogs of the contributing bureaus, perhaps started before these rules were formulated. Cards contributed by some of these libraries need to be corrected as to heading before being filed in any catalog that conforms to Library of Congress usage.

### 3. *Serials*<sup>19</sup>

The four series of Senate and House Documents and Reports are not included in this section. Works which, like the War of the Rebellion, Compilation of Official Records, are projected to be completed in a definite

<sup>18</sup> For list of department libraries supplying entries see Library of Congress, Card Section, Handbook of card distribution, 1914, p. 5. The Department of Agriculture library supplies the most notably variant headings in government authors. The subject headings suggested by some of the others differ considerably from those used by the Library of Congress.

<sup>19</sup> See Price List 36 of the Documents Office: Government Periodicals, including only those sold by the office. It contains examples of all three types.



limit of time and volumes, but which come out in parts at intervals, are not serials as the term is used here.

### *Three types*

To bring clearly before the mind's eye what are under discussion here as government serials, they may be thought of in three types. Any serial, however, may have mixed characteristics of two or three types, and a rigid sorting into classes is not intended.

Type 1 is in the ordinary magazine form, successive issues having identical title, usually consecutive numbering and paging, and forming volumes at fixed intervals. Examples are the Monthly Weather Review, the Experiment Station Record, the Journal of Agricultural Research, the Congressional Record, the Commerce Reports, and others. The contents of each issue are usually diversified.

In type 2 the successive issues have each an identical series title, as Bulletin, Circular, etc., and usually consecutive numbering. But each is a separate, complete, though usually small work, with its own author (frequently a person, not a government body), and an individual title additional to the series title. It may or may not be separately paged, made up into volumes, etc. Examples are the Farmers' Bulletins, the Bulletins of the Education Bureau, of the Agriculture Department, etc. The Bulletin of the Pan American Union has the title Bulletin, but the characteristics of type 1.

Type 3 includes all the administrative reports and their kin. The successive issues have uniform title and scope of contents. Each is a distinct work, even if of only two or three pages. They are issued at longer intervals, a year usually, or even longer, with or without consecutive numbering. The fiscal year of the United States runs from July 1 of one year to June 30 of the next, and almost all the annual reports are now standardized to cover it. Some of the Census Bureau reports are quinquennial, or otherwise vary from annual.

The Official Register, now published by the Census Bureau, is biennial.

The one essential in cataloging serials is to bring all issues together under one main entry in the catalog, and, of course, together on the shelves.<sup>20</sup>

### *Main entry*

The main entry for serials will usually be best made under government author, certainly in the case of types 2 and 3. In the case of type 1, to make main entry under title, instead of the bureau which issues it, would seem to work no harm, especially where, like the Commerce Reports, the bureau has changed once or twice.

In type 2,<sup>21</sup> the Education Bureau Bulletin, for instance, the entry which brings all issues together is a series entry, of course under government author.

To use the very briefest title for a serial is always advisable, thereby excluding the variations so likely to be found in the latter or minor part of the titles in a long file of issues. These variations may be stated in a note, if desired. "Report," or "Annual report,"

<sup>20</sup> An example among the cards supplied by the Library of Congress which violates this rule, and which works badly in the catalog, is the entry for the set of reports of the Department of Agriculture. It was made by the library of the Department of Agriculture, and printed and distributed by the Library of Congress. The continuous set is cataloged in two entries, both under the heading, "U. S. Department of Agriculture." One gives the title as "Report of the secretary of agriculture," and records all from 1862 down through 1893. The second gives the title as "Annual reports of the Department of Agriculture . . . Report of the secretary of agriculture. Departmental reports," and records the remainder of the set, from 1894 down. When filed alphabetically in the catalog, the two entries are quite far apart, other titles coming in between them. The reader is in danger of concluding that the one entry he happens to find shows all the library has, overlooking the mention of the other reports that is made in a note. Straight directions from one card to the other:—e.g., "For reports prior to 1894, see U. S. Dept. of Agriculture. Report of the secretary of agriculture"; and "For reports of 1894 and following years see U. S. Dept. of Agriculture. Annual reports of the Department of Agriculture"—are lacking. And in such a case the public should never be left without directions so prominent and so plain that they can not be overlooked or misunderstood. It is true the title did change as these entries show, but for practical purposes it would be better were the whole set under the later title, with note of and reference from the earlier form.

<sup>21</sup> See also p. 201 and p. 214.

"Bulletin," "Circular," are long enough titles in the majority of cases. Although the Document Catalog under "Smithsonian Institution" gives title in full as follows: "Annual report of board of regents of Smithsonian Institution"; yet the library that makes its own catalog will gain nothing by using a title as full as this.

If title does not state frequency of publication (in types 1 and 2), or period covered by contents (in type 3), a note should state it.

#### *Four items*

As has been before noted, there are four items in cataloging serials which must be thought of, and, if the publication has them, must be stated in the entry.<sup>22</sup> These are:—(1) the volume number or issue number or both; (2) the dates covered by the contents; (3) the number of volumes; and (4) the first and last dates of publication. (1) and (2) are part of the title, but may, in the case of current and incomplete sets, for the sake of clearness and convenience, be given separately in tabulated form under the heading: "Library has." (3) goes in the collation; (4), in the imprint. As to (3), if ten volumes, say, have been bound in one, it will read: "10 vols. in 1." If any are unbound a pencil note will state it. If a report is regularly or occasionally more than one volume, (3) will give the total number. The accession numbers will alone supply data as to how many volumes each annual issue comprises.

The accession numbers may, in the case of serials, be left off the catalog card, a reference to see the shelf list for them being substituted.

#### *"Library has" forms*

(1) and (2) tabulated should be always on an added card which may be cut down at the top to the depth of the heading on the first, or main card, and which will be tied to the main card. A sample entry follows.

<sup>22</sup> See also p. 201.

Card 1 <sup>23</sup>

173.4 Un3	U. S. Interstate Conciliation and Arbitration Board.  Annual report. Washington, D. C., 1916-20. Report year ends June 30.	3v. 22 cm.
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## Card 2

Library has: 1st, 1915/16		5th, 1919/20
	4th, 1918/19	.

Catalog entry for incomplete file

When the file becomes complete by the library's acquiring all that has been or is to be published, the "Library has" card is canceled, and the entry will then be filled in to read as follows.

173.4 Un3	U. S. Interstate Conciliation and Arbitration Board.  1st-5th annual report, 1915/16-1919/20. Washington, D. C., 1916-20. 5v. 22 cm. Report year ends June 30.
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Catalog entry for completed file; "Library has" card canceled

*Current additions.*

Adding to the "Library has" catalog record the volumes of current serials in permanent form for the shelves as they come along, entails an amount of labor undreamed of by one without experience of it. To save labor the "Library has" record should be attached to the main entry only, and all other cards for the serial will bear a note that will read: "For statement of what the library has see main entry."

<sup>23</sup> Actual examples include details which present complications. So an imaginary report is given here, supposed to have run five years, and then to have stopped publication.

But economy can go beyond this, in cataloging current serials, at least. If the file is unbroken from the beginning, or from the first which the library has, the "Library has" record may be omitted even from the main entry. All entries will read alike: "1st no. of file date." (It is well to write the word "date" in pencil.) Thus, using the example before given, the entry for the set in 1919, it being current in that year, will read thus, item (3) dropping out.

173.4 Un3	U. S. Interstate Conciliation and Arbitration Board.	
	1st—date annual report, 1915/16—date.	
	Washington, D. C., 1916—date.	22 cm.
	Report year ends June 30.	

Catalog entry for current serial, unbroken file

If this economy is adopted, there must be an unimpeachable check record of receipt, and a "tickler" system which ensures that any stoppage or change shall be immediately reported by the check record clerk to the catalog department, so that the catalog may not go on recording a serial as current which has long since changed title or gone out of existence. The data concerning the bound volumes of serials which in this method the catalog withholds will be provided by the shelf list, where each must be carefully entered as the library's sole record of them, and for purposes of inventory.

Of types 1 and 2, the minor serials, whose single issues do not each make a volume, it has already been said that the "Library has" statement will not include anything except the parts that have been put in permanent collected form.<sup>24</sup> One exception, however, is noted beyond. During the often long period in which the material exists in uncollected shape, the check record of receipt will be the only record in the library of these sep-

<sup>24</sup> See p. 200.

arate issues. As soon as the first issue of a bulletin or circular series, or of a periodical which gives promise of permanence, is received, a catalog entry will be made for it, which will include government author, title, place of publication, frequency, and call number. But instead of a statement of what the library has, a note will read: "See shelves (or periodical room). Also, for statement of what the library has, see serial record at librarian's desk (or elsewhere)." The issues themselves can be kept on the library shelves according to the call number, unless kept among the periodicals. As soon as collected volumes of the serial come along so that the catalog can give the "Library has" statement instead of the entry just described, in case of types 1 and 2 there will be added to the "Library has" or the "To date" entry a note reading: "For later issues see serial record at librarian's desk."

### *Bulletin series*

The aforesaid method, as it involves keeping all issues together in one place, may be challenged for type 2. There is always the temptation to seize upon one bulletin of extra size or especially timely subject, and classify and catalog it separately; other issues, meanwhile, being cast away or thrown among the miscellaneous pamphlets. It is a help to the reference work to keep in its subject place on the shelves a single bulletin supplying timely information. But as the successive issues continue to come, in the end it will be found that it makes for economy and order to keep all of each bulletin together, and in numbered order, making into volumes as enough come — rather than to scatter them, or even to group and bind by subject. The key to using them then will be the catalog entry, which may be made, if thought best, of course for the series as a whole, but, in addition, for only the more important of the separate issues. This catalog entry can be depended on to take the place of a subject classification for each individually.

Temporary withdrawal of any publication from the location to which assigned by the classed system of the library, substituting a dummy, and placing the work at hand or in a special temporary collection for reference use, can and should be done constantly and freely.

### *Small annuals*

Exception to the exclusion from catalog entry of anything not in permanent collected form will perhaps have to be made in case of type (3), annual reports which, like the report of the Assay Commission, of the Yosemite National Park, etc., are of only a few pages each. To wait ten years for a file of one of these to accumulate sufficient to make a volume before the catalog records them would be a *reductio ad absurdum* of our rule, and each should be cataloged as received, but may or may not wait till bound to be accessioned.

### *Frequent editions*

Quite a number of government publications, not real serials, come out periodically or irregularly in new editions, in course of time accumulating to a goodly number. Examples are the Congressional Directory, two or three editions to a session; and the semi-annual manual of civil service examinations. Instead of entering each as a separate edition, to catalog as a serial' saves space and labor, and gives a compact, clearer statement. Not all such publications need to be in the check record.

### *Changes of title or of publishing body*

A difficulty always in cataloging serials is change of title; and in the case of a government serial a change of the bureau publishing it may also occur. The Monthly Consular Reports, for instance, now superseded by the Commerce Reports, since beginning publication in 1880 have seen two slight changes in title and have been issued successively from three bureaus. The Contributions from the United States National Herbarium

began publication under the Botany Division of the Agriculture Department; but is now prepared by the National Museum. It is good usage to enter under the current or latest government author and title, unless, in a non-current serial, another form not the latest has indisputable claim to preference. The Checklist will give the facts — at least to 1909 — and references, to the entry chosen, from all variations of title and all successive publishing offices (or entries under them), with clear notes, must be made. Care has to be taken sometimes that a reference made shall connect with something given in the entry to which it is made. For instance, if reference is made from Nelson W. Aldrich to "U. S. Congress. Senate. Finance Committee,"<sup>25</sup> for his report on wholesale prices, wages, and transportation, his name must be included, in either title or note, as part of the entry referred to.

#### 4. *Printed catalog cards: periodical indexes*

The librarian has already been advised,<sup>26</sup> instead of multiplying tables of contents and analytical work, to make his catalog refer to an auxiliary light squadron of printed lists and indexes kept conveniently at hand. Now, in addition, it is recommended that he use, so far as he can afford them, the various issues of printed catalog cards for United States publications and their parts, which are on sale. From January, 1904, to December, 1905, the Documents Office sent free to depositories printed catalog cards for current publications, which were duplicates of the entries in the Document Catalog. But these are now discontinued. Among the cards sold by the Library of Congress are entries for all important current national publications and many earlier ones, together with analytical entries for many government serials.<sup>27</sup> The Geological Survey, the Edu-

<sup>25</sup> U. S. 52d Congress, 2d session. Senate Report 1394; In v. 3. 3074.

<sup>26</sup> See p. 214.

<sup>27</sup> See Library of Congress. Card Section, Bulletin 16-19 (in one), 1914: List of series of publications for which cards are in stock.



cation Bureau, the Agriculture Department. and, it is likely, other government bodies, have published on cards complete catalogs, including analyticals, of all their publications, kept up to date. That of the Agriculture Department is sent free to United States agricultural colleges. As has been said, its government author entries are made on a different system from those of the Library of Congress.

Poole's Index and other indexes to periodicals and collections include entries for separate issues or separate articles of many government serials. Entries in the catalog for such serials should bear the note, e.g., "Indexed in the A. L. A. Index"; and sometimes the exact years indexed must be specified.

Not every consecutive series numbering seen on United States government publications merits the dignity of an entry in the catalog. "Treasury Department Document"; "War Department Document"; "Education Bureau Bulletin whole number," are examples of some that serve a useful purpose in the records of the publishing office, and may be included as part of the title in cataloging the work. But as these sets of numbers may include office blanks and memoranda, or confidential publications, it is wise not to try to check up the numbers with a view to getting a complete file, and not to make a series entry for them in the catalog.

##### 5. *Library of Congress and Document Catalog divergences*

The Document Catalog, begun in 1895, some years before the Library of Congress began its present catalog and the sale of its printed cards, catalogs United States government publications exclusively. It therefore lacks the complications and problems that would arise did it include publications not only of the national government, but also of state and foreign governments, besides a vastly greater number not of government origin at all. The Library of Congress has the

requirements of all these to consult in devising its library system, including its cataloging rules. In the latter library, technicalities involving the relations of each part to the whole of the work, of each entry to all the others in the catalog, arise on every side. The Document Catalog, on the other hand, is untrammelled by considerations such as these, can be simple, can make concessions to its special purpose and clientèle, etc., impossible to the Library of Congress.

The divergence between these two catalogs which is the most noticeable and affects the greatest number of entries, and has been the most widely discussed, is the inverted as against the direct form of names of government bodies. In common parlance, some of the government authors are always named with the distinctive word first, as Post-Office Department, War Department, Interstate Commerce Commission. Others place the distinctive word after the non-distinctive word, e.g., department, bureau, commission; and in some cases several insignificant parts of speech intervene before the distinctive word is arrived at, e.g., Department of the Interior, Bureau of the Census, Commission to Investigate the Title of the United States to Lands in the District of Columbia, etc. In catalog entries the correct name of a government body must be sought, of course, in the law creating it, just as the name of an incorporated body is in its act of incorporation, and of a non-incorporated society is in its constitution. But the law frequently gives no definite name, or speaks of the body in two or three different wordings.<sup>28</sup>

On this account the Documents Office thinks itself justified in its practice of invariably, in its entry of each government author, putting the distinctive word first, as Education Bureau, instead of Bureau of Education. This creates, its critics say, in many instances, an inverted form of the name, and one not authorized by the statute creating the body. The Library of Congress

<sup>28</sup> See statement of this by F. A. Crandall, *Library Journal*, 28: 69, 1903.

uses the direct form as the statute gives it, not changing, to be sure, Post-Office Department, but using Bureau of Education, Department of the Interior, etc.

This divergence, be it noted, is one of form only, not of principle. Its only result is a rearrangement of alphabetical sequence of one catalog as compared with the other; a highly practical result, it is true, as the only key to unlocking the resources of the library through the dictionary catalog is its alphabetical arrangement.

In an exhaustive discussion of inverted versus direct form at an A. L. A. meeting,<sup>29</sup> of a number of arguments advanced, two seem to be decisive ones. Advocates of the inverted form urged the inestimably great convenience to the reader to be able to find a government author by means of the one word in its title that sticks in the memory, as Interior, Agriculture, Census, etc. The Library of Congress urged *per contra* that the names of government authors in foreign languages could not be inverted, and it would be of no help to the reader if they were. The use of inverted form in English only, and direct form for all in foreign languages, the Library of Congress was not willing to accept.

The Library of Congress printed cards, therefore, read thus: "U. S. Department of the Interior"; "U. S. Bureau of the Census."<sup>30</sup> If any library adopts this direct form for its catalog and uses it without change, there should be made in every instance a reference to it from the inverted or Document Catalog form. The cards of the Library of Congress bearing direct form headings may have the distinctive word underlined and then they may be alphabetized by it, producing inverted arrange-

<sup>29</sup> See Proceedings of the Catalog Section of the American Library Association, Niagara Falls meeting, 1903, in *Library Journal*, 28: C176-C180. As the writer is reviewing her own decisions as compiler of the first two Document Catalogs under Mr. Crandall, she can not be accused of being biased against or unappreciative of the advantages of the inverted form of name.

<sup>30</sup> Notice that both examples of direct headings given, alphabet (after "of") under "the," while "Department of Agriculture" follows "of" by the distinctive word.

ment. A guide card with note of explanation must precede. This has its risks of confusing readers, especially in the sub-alphabeting under the subject according to the underlined word of the government author.

Care must be taken that the same body be not allowed to appear in two different places in the catalog, under the direct form and again under the inverted form of name.

Another point of difference between these two catalogs is that the Document Catalog makes entry direct under each body, no matter what its grade, extending this to the two houses of Congress. The Library of Congress, on the contrary, enters every body below the grade of a bureau as a subhead of its higher body. Thus we have:—

<i>Document Catalog</i>	<i>Library of Congress</i>
U. S. Publications Division (Commerce Dept.).	U. S. Dept. of Commerce, Pub- lications Division.
U. S. Senate (Congress).	U. S. Congress. Senate.
U. S. House of Representatives (Congress).	U. S. Congress. House.
U. S. Finance Committee (Sen- ate, Congress).	U. S. Congress. Senate. Com- mittee on Finance.

These are the noteworthy divergences as to government authors. The subject headings of the Document Catalog are being gradually brought into uniformity with those used by the Library of Congress.

The very great difference between the Document Catalog and the Library of Congress in their method of making up the titles to Reports of committees of Congress, has already been fully described.<sup>31</sup>

It has already been explained<sup>32</sup> how it happens that on the cards sold by the Library of Congress headings are found that are contrary to that library's own rules; such as follows: "U. S. Department of Agriculture. Bureau of Plant Industry." It may be of interest to de-

<sup>31</sup> See Legislative Publications: VI. Reports of Committees, p. 140; also Library Practice: IV. Cataloging: 1, pp. 207, 209.

<sup>32</sup> See Library Practice: IV. Cataloging: 2, p. 216.

scribe here the most numerous of these divergent headings — those made up in the library of the Agriculture Department, and used in that library's own card catalog. The Agriculture Department library rule is to make every government body below the highest grade a sub-head under the higher body or bodies to which it is attached. It uses the direct form of name. Anything of division or section grade would be entered like the following example: "U. S. Department of Agriculture. Weather Bureau. Library."

## V

### Pamphlets

There will be among the material received by depository libraries many pieces not linked with others by a series title, and not even issued periodically in revised editions; but single, detached publications, paper bound, and on some minor or very specific topic. These are the pamphlets. Examples are the publications of the Interior Department descriptive of various national parks; of the Indian Affairs Office outlining work for the Indian schools;<sup>33</sup> occasional "separates" that one may want to keep, etc. Not every paper bound publication is a pamphlet. When such a publication is important enough to catalog and classify it should be regarded and treated as an unbound book. The following is a definition of a pamphlet which will serve the purpose here. A pamphlet is a small separate publication, usually (but not necessarily) paper bound, which — partly because small and in paper covers, but still more because its subject matter is ephemeral, minor, or on minutiae — it is not deemed advisable or necessary to make pass through all the processes given to a book. Thus the border line between book and pamphlet is seen to be as imaginary as the equator. And a referendum vote of readers insistently calling for something originally relegated to this lower class occasionally brings a quasi pamphlet up into the treatment of the book class; while if the recall could be used over many a so-called book, much dead timber on which labor has been wasted might be dumped back among the pamphlets.

A good system with pamphlets is the following.<sup>34</sup>

<sup>33</sup> See Checklist, p. 497-498.

<sup>34</sup> These directions are largely copied, with slight variations drawn from the writer's own experience, from a very practical article by Zaidee Brown

Classify each as it comes, writing the class number on its upper left corner. Then put in manila envelop or pamphlet box, also marked with the class number, and file on the shelves after the books of that class. The box or envelop for economy may have on it several consecutive class numbers to hold a bunch of pamphlets, even if their classes differ slightly. To be useful the classification should be close; a pamphlet on a special breed of the domestic hen should be numbered, e.g., by the Decimal classification, not 630, nor 636, but 636.5, the proper subdivision. Number each consecutive pamphlet of a class as it comes, 1, 2, 3, etc., and write

this on it under the class number, e.g.,  $\left\{ \begin{array}{l} 636.5 \\ \text{Pam. 1} \end{array} \right\}$

On the outside of the box or envelop write a numbered list of the pamphlets within, giving author, brief title, and date of each. Subject entry or entries will be made in the catalog, the card reading something like this:

639 Poultry.

See also on shelves the pamphlets on poultry, at the end of the books on the subject.

These subject entries made for the pamphlets will be traced inconspicuously on each envelop or box. The card will be filed at the end of the entries on the subject. On the shelf list also there will be, at the end of the books of the class, the entry, e.g., Pamphlets 1-10.

When enough pamphlets on a subject have accumulated to bind, this should be done, and each can then be cataloged, or the same method of referring to them, under subject only, be continued. But in the meantime, some pamphlets will have been superseded by fuller information in book form or will have become obsolete. To discard such will be easy, no separate record for any one having been made except that on the box or envelop.

in Library Journal, 32: 358-360, Aug., 1907, which the reader is recommended to read.

## VI

### Maps

A map separately published should be treated like a book.<sup>35</sup> It may be classified according to its locality, or in a class designating a collection of maps, number 912 in the Decimal classification.

The Library of Congress, according to whose printed model cards library cataloging is becoming standardized all over the United States, has as yet issued no cards for maps. The rules it follows have, however, been published.<sup>36</sup> The quotations are from this guide. "The cataloging of maps and atlases differs very little from the cataloging of ordinary books." Briefly, the catalog entry of a map differs from that of a book in two points:—(1) the scale must be added; and (2) the actual measurement, in two dimensions, must be given, from top to bottom always first. "The general items contained on these [catalog] cards are, for sheet maps, (a) author, with full name, (b) title of map, (c) scale, (d) edition, (e) measurement in inches within the borders of the map from top to bottom and from side to side (the top of the map is determined by placing the map in proper position to read the title as printed), (f)

<sup>35</sup> Documents Office, Price list 53: Maps, is a very complete and full bibliography of everything the United States is doing or has done in the line of map publishing. It is recommended that libraries, even small libraries, get and use the following:—the large wall map of the United States published by the General Land Office (ask from your senator or representative); the topographic sheets for your state or your section published by the Geological Survey (ask from the Survey); and the postal rural delivery map of your county (ask from Third Assistant Postmaster General, Finance Division, Post-Office Department).

<sup>36</sup> U. S. Library of Congress. Notes on the cataloging, care, and classification of maps and atlases . . . by P. Lee Phillips. 1915. 20 p. nar. 16mo. See also Library Journal, 25: 15-16, Jan., 1900. Also U. S. Library of Congress. Report . . . year ending June 30, 1901, pt. II (Manual . . .), p. 263-266, 344-350.



place of publication, (g) publisher, (h) date of publication." Note that "within the borders" means exclusive of margin. The author of a government map will be the publishing office.<sup>37</sup>

If there is any text printed on margin, back, or elsewhere, this must be properly described in a note. If a map is in more than one sheet or section, it is still one map, but the fact should be stated in a note; the same if backed, or on rollers, or folded into covers or a portfolio. In the last case, the dimensions of both map and covers should be given: e.g., 35 x 25 cm. folded into covers 15 x 10 cm. Maps inset on larger maps should be mentioned in a note and receive any separate entry, subject or other, that they may be deemed worth.

A necessary equipment to be provided in building a library which it seems to the writer is not so generally emphasized and provided as it should be, is map drawers built in, or a map room. Failing this, as a makeshift maps may be kept inside pasteboard rolls such as are used for mailing certificates, broadsides, or paper sheets of any kind. Some other ways of disposing of maps are the following:—they may be laid in drawers or on shelves; put in large manila envelopes specially made; bound after mounting on guards; backed and attached to rollers for hanging; or framed under glass in wall cases or wing frames for exhibit. If too large, maps may be cut into sections, but they should always lie flat or be rolled, never be folded, as they will wear out and the text become obliterated in the folds. As they are liable to be scattered in the library, wherever a place can be found for them, it is well to state location on the shelf list in a pencil note.

An oversize atlas accompanying a work will have to be shelved apart from it. Accession and call number should be plainly marked on it, and its location pen-

<sup>37</sup> The man who makes the survey for and draws the map is really the author, but, as is explained in General: Why Bewildering: topic 3, the author in government publications merges his identity in the government body whose work he is carrying on.

ciled on the shelf list and, if desired, on the catalog card. Of a set of loose maps or plates of any kind accompanying a work each should be stamped with the library stamp, the accession number put on the container, and the call number written on each map, also the title of the work, if it is not printed on it. Then none can be lost. These items should be put near the title on the map, so that one may quickly find them, and not have to search all over a big map surface to make sure no memorandum recorded there is lost.

## VII

### Classification

If, as is the principle of this work, a government publication is not to be discriminated against because of its origin, but is to be given equal chance with any other kind of literature for making itself known and for demonstrating either its capacity for usefulness, or the lack of it — then each must be classified according to the system used for other books. If this is carried out, the four series of House and Senate, with the Congressional Record, will find their place in that section of the classification reserved for the "Proceedings of legislative bodies" (328.73 according to the Decimal system).<sup>38</sup> Laws will be classed with other laws; treaties with international law; Presidents' messages, like those of governors and mayors, in the class number for administration, national, state, or municipal, as fits the case. Hearings of committees, reports of special committees or commissions, and any other publications emanating from Congress, but which have escaped being clamped down by note and numbering of the Congressional series, will be put where their subject entitles them to be placed. The reports, bulletins, and miscellaneous works of each executive or judicial body will find each its subject place. So that a work on cooking will be classed in that branch of domestic science, regardless of whether it comes from the Quartermaster General of the Army, or from the Indian Affairs Office for the use of Indian schools.

<sup>38</sup> If the Congressional set were to be reconstituted on the basis of the early days before attempts at reform, and were to be made up and sent out with the intent of its being a systematically inclusive and complete collected edition of all important national publications from every branch of the government, a better class number according to the Decimal system would be, it seems to the writer, 353, or 353.08.

Classing of the Congressional set in the class, "Proceedings of legislative bodies," does not, be it noted, preclude the removal of this bulky set from among the other works of that class and their place in the main used part of the library to less used shelves on a higher or lower floor, leaving a shelf dummy to tell the tale. This can always be done with any little used group out of a class, like an accumulation of old school and college catalogs from class Education, etc.

The foregoing recommendations for subject placing are from the standpoint of the supply, as at present, to depository libraries of the majority of the department publications in plain title edition. Subject classification has already been discussed at considerable length;<sup>39</sup> and the reader is asked to read the discussion again in this connection. But because of its practical importance, attention may again be called to the fact that even now many works are still being sent to libraries as House or Senate Documents that are needed on the library shelves among the other works of like subject. And recommendation is again made not to let the fact that a work is a House or Senate Document have the slightest weight against its being placed on the library shelves wherever it will be most used. This advice is specially commended to non-depository libraries. An increasing number of large libraries with trained management is in practice ignoring the House or Senate Documents series note and number in the treatment of government publications, and treating each work on its merits like a non-government printed work. They regard as a fetish the effort to keep the four series of Congress intact, and make inroads upon the completeness of the set continually and with no compunctions.

The other extreme — that of rigidly keeping together everything to which a serial number has been assigned —, as explained in the previous discussion, puts a heavy handicap on the use of the works. The serial numbers

<sup>39</sup> See Why Bewildering: topic 6, p. 82-83.

will show gaps where certain publications not sent to libraries should be. The arrangement will reflect every inconsistency and change in the laws which, as we have seen, put a serial number on the issues of a continued work during certain years and withdraw it other years. Should the efforts succeed that are now being made, to check waste by refusing to libraries duplicates wanted only to keep the rows of serially numbered volumes unbroken, these libraries may in the end find themselves obliged, when a second copy is wanted, to show that the applicant knows what the work is and to prove that the use justifies giving a second copy. A policy directed toward bringing about such management of the public printing as will secure printing just the number of extra copies needed for those that need them, is better than the fostering of wasteful duplication methods that produce duplicates of twenty works not used or wanted to one that is: Taking the stand: get everything lest you lack something — leads to abuses that are likely to defeat the purpose sought. And arranging by the serial numbers will ultimately break down, as better publishing methods are applied to the national publications.

### *The Checklist classification*

Another alternative, besides placing according to serial number or placing according to the subject of the work, is the classifying according to the system used in the library of the Documents Office. This is given in the Checklist, and in the invoices sent with the publications to the depository libraries.

The usefulness of the Checklist classification for the Documents library, which is composed of United States government publications exclusively, and used only by the office staff, is indisputable. Indeed, the whole work of the office is now organized upon this classification. It was originated by Miss A. R. Hasse first for the publications of the Department of Agriculture, and has been expanded by the experts of the Documents Office so

that now it provides a place for every publication of the United States government, a number being assigned to each new publication as it comes out. It is not a classification by subject. Its arrangement is that of the United States government itself. If a change occurs in the organization of the government, a break follows necessarily on the shelves; a new subdivision comes into the system, and sometimes a continuous series must be broken off at one place on the shelves and transferred to another location. A file of bulletins or reports is split up into sections by the system, and put in as many separate places on the shelves as the number of times the body publishing it has changed. By the Documents Office classification the set of Consular Reports is broken up into three sections in three places.<sup>40</sup> The Labor reports, annual and special, are in three parts in three different places.<sup>41</sup> When, in 1903, the newly created Department of Commerce and Labor took over the Census Bureau, the Light-House Board,<sup>42</sup> the Steamboat-Inspection Service, the Navigation Bureau, the Coast and Geodetic Survey, the Labor Bureau,<sup>43</sup> the Immigration and Naturalization Bureau,<sup>44</sup> and others, the set of reports of each of these bureaus in its old place on the shelves was broken off short with 1902. For 1903 and all later reports one must go to another place quite far removed. With the establishment in 1913 of the Labor Department separate from the Commerce Department there were further dislocations. As time goes on the breaks multiply. The classification tables were started with an alphabetical arrangement of departments and of bureaus under them; but as new bureaus come into existence the plan fails to provide for their insertion in alphabetical order. Not very long hence, especially if the multiplication of war bureaus continues at the present rate, the order of gov-

<sup>40</sup> S4.7; C14.8; C10.6.

<sup>41</sup> La1.1; C8.1; L1.1.

<sup>42</sup> Became in 1910 the Lighthouses Bureau.

<sup>43</sup> Became in 1913 the Labor Statistics Bureau.

<sup>44</sup> Separated in 1913 and became two, the Immigration Bureau and the Naturalization Bureau.

ernment bodies will be much more difficult to follow than at present.

Among the publications of the Department of Agriculture on forestry some are from the secretary's office, others from the Forest Service; and material on the subject may be published by other bodies, as the Plant Industry Bureau or the Geological Survey. But this classification can not bring them together. This lack of subject grouping and dislocation of continued files do not trouble the staff of the Documents Office. They have their attention claimed by no other subject than the national publications, and can know their collection from A to Z.

It is a huge saving in time and brain work for a depository library to simply copy upon the national publications as they come to it the class numbers of the Documents Office library as given in the Checklist and the document invoices. It creates within the library a separate group or special collection of the national publications, which duplicates, so far as it goes, the Documents library in Washington. Looking at this fact by itself, there come into question the effects upon the everyday working of a library which is arranged by subject groups, of thus harboring another and very large group which contains material supplementing nearly every one of the library's subject groups, and not even in parallel subject arrangement with that other material. It is an axiom among librarians that if a gift be proffered of a collection of books on miscellaneous subjects, upon condition that the collection be kept by itself, that it be not scattered so that each work is put with those on the same subject already in the library — then the rejection of the gift is justifiable.

That the Checklist classification does not bring subject material together in one place, except roughly as a bureau specializes in its publications in a prescribed field, is a defect in it for general library use.

The breaking off and separation of serial sets into

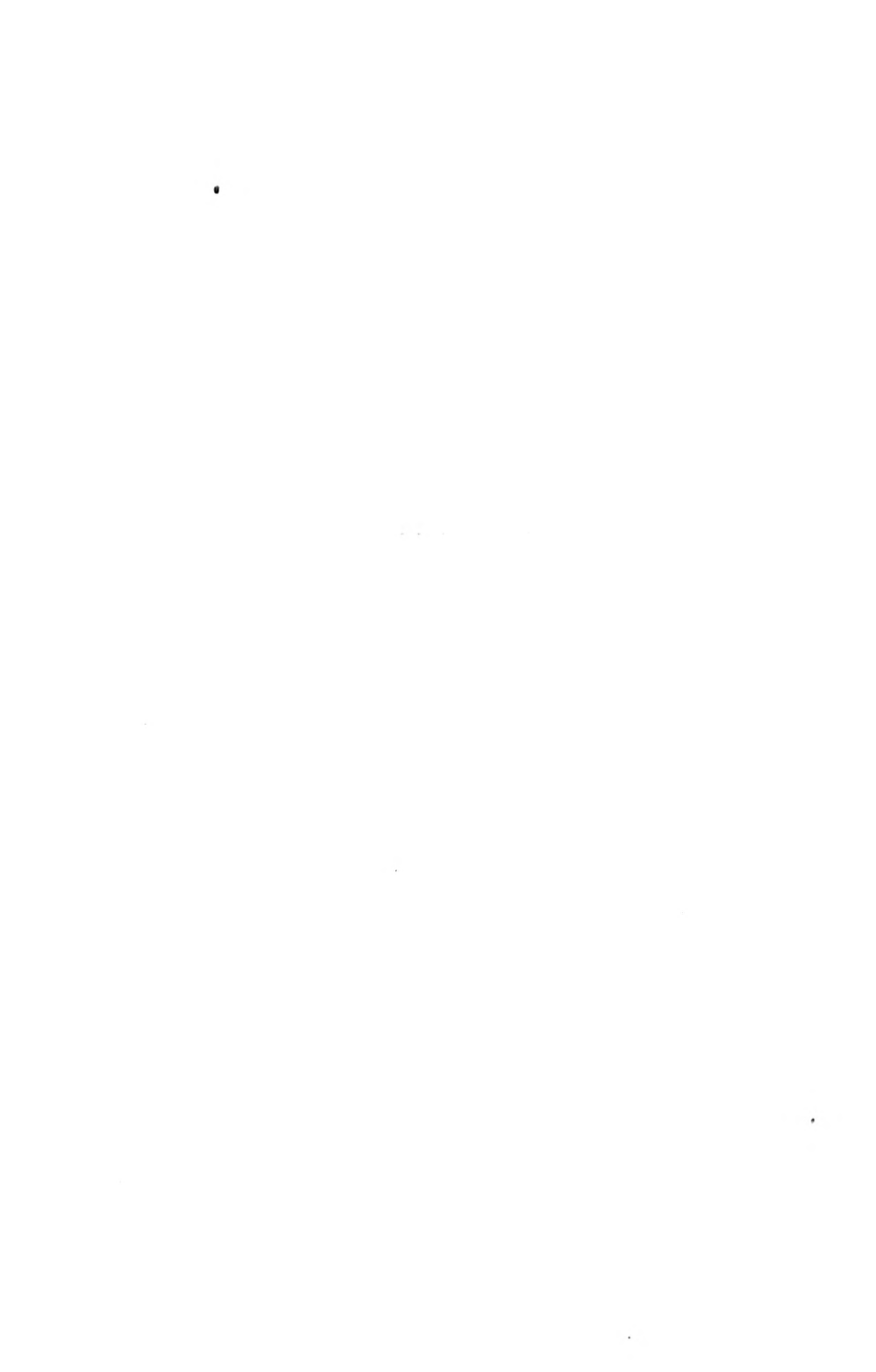
sections would, as it seems, cause uncertainty in which section the issue for a certain year would be found. If, for economy of labor or temporarily only, the Checklist classification is used, it will be found fully worth the trouble to transfer the full set to the latest class number, leaving the earlier class numbers unused, thereby keeping the file all together.

Finally, this classification segregates the publications of the United States government in an arrangement and with a marking exclusively their own. But it gives no analogy by which those of state governments or foreign governments may be treated. Shall the publications of each state and each foreign government make each a separate group too?



PART V

Bibliography



# I

## General Bibliography <sup>1</sup>

### *Popular articles*

- Spofford, A. R. Government as a great publisher. *Forum*, 19: 338, 1895.  
Fine presentation of the printing activities of the federal government. Especially good description of early exploration publications.
- Rossiter, W. S. Problem of the federal printing. *Atlantic*, 96: 331-334, Sept., 1905.  
On cost and progressively rising expenditure.
- What shall we do with public documents. *Atlantic*, 97: 560-565, April, 1906.  
On distribution methods. Abstract in *Lib. Jour.*, 31: 188.
- Earle, M. T. A disinterested publisher. *Lamp*, 38 (series 2, v. 28): 461-466, July, 1904.  
Describes valuable material contained in government publications which the catalogs of libraries do not set forth. Summarized in *Library Journal*, 29: 394.
- Whelpley, J. D. The nation's print shop and its methods. *Rev. of Revs.*, 28: 556-563, 1903.

### *Archives*

- Van Tyne, C. H., and W. G. Leland. Guide to the archives of the government of the United States in Washington. 2d ed. 1907. (Carnegie Institution. Publication 14.)  
Does not deal with material in print and so not helpful here. In connection with description of archives of each government body gives sketch of its duties and work.
- Hasse, A. R. The nation's records. *Forum*, 25: 598-602, 1898.  
Comparison of treatment of archives in U. S. and foreign countries. Not helpful as to material in print.

### *Aids as to publishing bodies*

- U. S. Documents Office. Author headings for United States pub-

<sup>1</sup> It is understood that place of publication is Washington, usually at the Government Printing Office, and size is octavo, unless otherwise stated. The variety of size notation in this bibliography could not be avoided with the conditions under which the work was done.

The scope of this work does not admit of including bibliographies on miscellaneous subjects contained in the United States government publications, though this is a fertile field that would yield a rich harvest and is calling for a husbandman.

- lic documents [as used in the official catalogues of the superintendent of documents]. 1903. 21 leaves. (Bulletin 4.)
- Same. 2d ed. July 1, 1907. 1907. iii p. 32 leaves. (Bulletin 9.)
- Same. 3d ed. Mar. 4, 1915. 1915. ii p. 23 leaves. (Bulletin 18.)
- Each edition gives bodies in existence during period covered; but only those which have published something during the time.
- Census Bureau. Official register. 4°.
- Biennial. Sometimes called the Blue Book. Now one volume. Contents and table of departments mainly useful. Use latest issue.
- Congress. Official Congressional directory.
- Two or three editions a session. Use latest issue.
- Everhart, E. Handbook of United States public documents. Minneapolis, Wilson, 1910. 5 leaves, 320 p.
- Gives useful material, but now not up to present date. Reviewed by Wyer, Lib. Jour., 35: 221.
- NOTE.—The four foregoing and two following are sources of information on the organization of the United States government into departments, bureaus, etc. The first three give no publications. The fourth describes publications, but not so thoroughly and exactly as the Checklist. The second and third give personnel. The third and fourth give duties and scope of each body. A preliminary consultation of these may help to find a body and its publications in the Checklist.
- Haskin, F. J. American government. Phil. Lippincott, 1912. xvii, 398 p. illus.
- Townsend, Malcolm. Handbook of United States political history. Boston, Lothrop, 1910. p. 133-148.
- U. S. Congress. Senate. Senate manual, containing standing rules and orders of the Senate . . . Jefferson's Manual, etc.
- Both plain title and Senate Document editions. Reprinted nearly every Congress or session. Use late issue.
- House of Representatives. Constitution, Jefferson's Manual, and rules of the House of Representatives.
- Always a House Document and sometimes a plain title edition. Usually reprinted each session. Use late issue. Both the foregoing are of frequent help in using the United States government publications, especially those of Congress.

### *Aids as to the publications*

- Wyer, J. I. United States government documents. Albany, 1906. 78 p. (N. Y. State Library. Bulletin 102; Library School 21.)
- Covers the subject ably and completely for that date. Reviewed in Lib. Jour., 31: 233.
- United States government documents in small libraries. 4th

ed. rev. Chicago, 1914. 31 p. 19½ cm. (A. L. A. Publishing Board. Library handbook 7.)

Gives selected list.

Hasse, A. R. United States government publications, pt. 1-2. Boston, 1902-3.

No more published. Reviewed in Lib. Jour., 27: 340.

Reeder, C. W. Government documents in small libraries. Springfield, O., 1910. 9 p.

Reprinted from report of Ohio Board of Library Commissioners for year ending Nov. 15, 1909. Gives list of 20 serial publications.

Wroth, L. C. A description of federal public documents. White Plains, N. Y., Wilson, 1915. 22 p. 19½ cm.

### *Government Printing Office*

Kerr, R. W. History of the Government Printing Office at Washington, D. C., with brief record of the public printing, 1789-1881. Lancaster, Pa., 1881. 196 p.

Contains list of the most valuable publications.

Pan American Union. Monthly bulletin, Nov., 1910, p. 737-755, illus. Where the Bulletin is printed.

Description of the Government Printing Office.

Post, W. L. Address before Association of American Agricultural Colleges and Experiment Stations on work of Office of Superintendent of Documents. (In Experiment Stations Office. Bulletin 212, July 10, 1909, p. 32-35.)

Also in Monthly Catalog, Nov., 1908, p. 177.

### *Depository libraries*

NOTE.—See also, beyond, Bibliography: III. Laws: Depositories.

U. S. Documents Office. Relation of the Office of the Superintendent of Documents to the organized libraries of the United States. 1907. 12 p. (Bulletin 8.)

— Official list of depository libraries. Corrected to Jan. 1, 1909. 1909. 504 p. p. 3-6, history, legislation, etc.; p. 7-564, list of depositories. (Bulletin 12.)

— Depository libraries. [July 15, 1913.] 4 p. (Circular 22, 2d rev. ed.)

About the same information as in Bulletin 12, but no list of libraries.

— Documents due depositories. [1907.] 39 p. [Cover title is, Public documents supplied to designated depository libraries, 1907.] (Bulletin 7.)

### *Public printing to 1905*

Ames, J. G., A. R. Spofford, and S. F. Baird. Report regarding the publication and distribution of public documents. 1882. 66 p. (H. Mis. Doc. 12, 47th Cong., 2d sess. In v. 1; 2115.)

Includes table showing as to each publication of the 46th Congress and 47th Congress, 1st session, the number printed, cost, quota for each member, and remainder; also compilation of laws in detail for each government publication; also proposed bill and resolutions for the printing and distribution of public documents.

- U. S. State Department. Communication relative to the establishment of an international bureau of exchanges [of government publications]. Apr. 14, 1882. 113 p. (H. Ex. Doc. 172, 47th Cong., 1st sess. In v. 22; 2030.)

p. 5-59, report of Smithsonian Institution on its work in international exchanges of scientific and literary productions since 1850; p. 60-113, List of official publications issued by Congress and the respective executive departments from 1867-1881.

- Documents Division (Interior Dept.). Report regarding the receipt, distribution, and sale of public documents on behalf of the government by the Department of the Interior, 1878, 1883-1907.

For full description see Checklist: 459. This division, of which Dr. John G. Ames was for many years head with title of superintendent of documents, was the distributing agency before the establishment of the Documents Office in 1895. It then limited itself to publications of the Interior Department, and Dr. Ames became "clerk in charge of documents." This office was finally abolished by the secretary of the Interior, July 1, 1907.

- Congress. Senate. Printing Committee. Report favoring S.1549, providing for the public printing and binding and distribution of public documents. Jan. 13, 1892. 483 p. (S. Report 18, 52d Cong., 1st sess. In v. 1; 2911.)

By Senator Manderson. Of all the Reports, bills, debates, etc., in which were voiced the long agitation and discussion whose final successful outcome was the printing law of Jan. 12, 1895, this specimen only is given.

Contents. — p. 5-8. Epitomized history of the public printing. — p. 9-258. Hearings. — p. 259-384. Answers of departments to questions. — p. 385-404. List of public documents of 48th-51st Congresses. — p. 405-427. Number of copies, cost, and distribution of Congressional Record, 47th-51st Congresses. Suggestions. — p. 428-463. Letter of commissioner of patents about his printing. Text of bill annotated. — p. 464-483. Statement of superintendent of Senate folding room.

- Documents Division (Interior Dept.). Special report relative to public documents; by John G. Ames. 1894. 19 p.

- — Same. (In Interior Department. Annual report, 1894, v. 3.)

Complete, clear and vigorous statement of then existing conditions and plea for needed reforms. Reviewed in Lib. Jour. 20: 26-27, 1895.

- Government Printing Office. Annual report, 1862-date.

Also a Congressional Document edition. Includes report of superintendent of documents.

- Documents Office. Annual report, 1895–date.  
Separate edition, except 1897.

### *Lists*

NOTE.— See also, beyond, Bibliography: General: Publishing bodies' lists of their own publications.

- Ford, P. L. Some materials for a bibliography of the official publications of the Continental Congress, 1774–1789. Brooklyn, 1888. 57 p.  
Reprinted from the *Bulletin of the Boston Public Library*.
- Friedenwald, Herbert. Journals and papers of the Continental Congress. (In American Historical Association. Annual report, 1896, v. 1, p. 83–135.)  
An exhaustive bibliography.
- Greely, A. W. Public documents of the early Congresses. (In American Historical Association. Annual report, 1896, v. 1, p. 1109–1248.)  
Essay with bibliographical lists appended, including list of indexes of public documents.
- Same, separate. 1897.
- Public documents of the first fourteen Congresses, 1789–1817; papers relating to early Congressional documents. 1900. 903 p. (S. Doc. 428, 56th Cong., 1st sess. In v. 37; 3879.)
- Public documents of the first fourteen Congresses. (In American Historical Association. Annual report, 1903, v. 1, p. 343–406.)  
Supplements the preceding list.
- Hickcox, J. H. United States government publications; a monthly catalog, 1885–1894. 1885–1894. 10 v.  
Privately published. Stopped when Documents Office opened in July, 1895, where Mr. Hickcox was the first chief of cataloging. See Checklist, p. x–xi.
- U. S. Documents Office. Checklist of United States public documents, 1789–1909. Congressional: to close of 60th Congress. Departmental: to end of calendar year 1909. 3d ed. v. 1, Lists. 1911. xxi, 1707 p.  
Quote: "Checklist, 3d ed." Reviewed by Wyer in *Lib. Jour.*, 37: 630. For earlier editions see Checklist, p. 415, 421–424, 460.
- American catalogue. 1876/84–1890/95. N. Y. 3 v. 4°.  
At end of each volume are lists of United States publications, arranged by departments, compiled by R. R. Bowker. Lists cover Jan. 1, 1881–June 20, 1895. Checklist and other later catalogs supersede these, but these are useful if others are wanting.
- N. Y. State Library. Selection of cataloguers' reference books. Albany, 1903. (Bibliography bulletin 36.) p. 290–296: Documents; United States.  
Selected list.

Kroeger, A. B. Guide to the study and use of reference books. 3d edition revised throughout and much enlarged by I. G. Mudge. Chicago, American Library Association Publishing Board, 1917.

The second edition (1908) of this valuable and authoritative work has been continued by annual supplements in the *Library Journal*, also two separately published cumulations of these, covering respectively 1909-1910 and 1911-1913. Each, as well as the complete work, contains a section giving a selected list of United States government documents. Many other United States government publications also are included in other sections devoted to the special subject of the publication.

U. S. Documents Office. Tables of public documents printed annually or at regular intervals as provided by law, showing extra and usual number printed and distribution of the same. 1901. 12 p. (Bulletin 3.)

Index and review, all about government publications. v. 1-2, Mar., 1901-Apr., 1903. Wash. 1901-1903.

Private publication. No more published.

U. S. Congress. Senate. Finding list to important serial documents published by the government in the library of the United States Senate; prepared by James M. Baker. 1901. 281 p. (S. Doc. 238, 56th Cong., 2d sess. In v. 15: 4043.)

A list of this kind was originally prepared by J. G. Ames, and published in 1892. This is given because accessible in the Congressional set, though superseded by the next following entry.

— — — Catalogue of the library of the United States Senate. 1908. 600 p. il. p. 157-373: Finding list..

No Document edition. The catalog portion of this work is made as the average intelligent person without training does it.

### *Catalogs and indexes*

Note.—See, for early indexes to the Congressional set, Checklist:—Y1.2:In2; Y4.Ac2.M19; and for comment, same, p. viii-x. See also entries for these, with notes, in Wyer, *United States Government Documents*. 1906, p. 60-61. No entry is made of these here.

See also, beyond, Bibliography: General: Publishing bodies' indexes to their own publications.

Ordway, Albert. General index of the Journals of Congress from the 1st to the 16th Congress inclusive, being a synoptical subject-index of the proceedings of Congress on all public business from 1789 to 1821, with references to the debates, documents and statutes connected therewith. 1880-1883. '2 v. 4°. (H. Report 1776, 46th Cong., 2d sess. In v. 6; 1939; and H. Report 1559, 47th Cong., 1st sess. In v. 7; 2071.)

Noted in *Lib. Jour.*, 5: 87. Valuable; includes only public business.

— General personal index of the Journals of Congress from the 1st to the 16th Congress inclusive, being an index of the



personal record of members of Congress from 1789 to 1821. 1885-1887. 2 v. 4°. (H. Report 2692, 48th Cong., 2d sess. In v. 4; 2331; and H. Report 3475, 49th Cong., 1st sess. In v. 12; 2446.)

"Only fairly satisfactory, and far from complete."

Church, A. W., and H. H. Smith. Tables showing the contents of the several volumes comprising the Annals of Congress, Congressional Debates, Congressional Globe, Congressional Record, Statutes-at-Large, United States Supreme Court Reports and succession of the Supreme Court justices, arranged by years and Congresses. 1892. 29 p.

Documents Office Price List 49 duplicates this for the first four publications, bringing the tables down to date.

Poore, B. P. Descriptive catalogue of the government publications of the United States. Sept. 5, 1774-Mar. 4, 1881. 1885. 1392 p. 4°. (S. Mis. Doc. 67, 48th Cong., 2d sess. In v. 4; 2268.)

Quote: "Poore." Also a plain title edition. Reviewed by Bowker in Lib. Jour., 11: 4-5. See for description of this and following catalogs Checklist: x-xi; also Wyer, United States Government Documents, p. 62.

Ames, J. G. Comprehensive index to the publications of the United States Government, 1881-1893. 1905. 2 v. 4°. (H. Doc. 754, 58th Cong., 2d sess. In v. 119-120; 4745-4746.) Also a plain title edition. Quote: "Ames, 2 v. edition." Supersedes an earlier edition in one volume, published in 1894, and covering only 1889-1893.

U. S. Documents Office. Tables of and annotated index to the Congressional series of United States public documents [15th-52d Congress]. 1902. 769 p. 4°.

Quote: "Tables and Index." Not in the Congressional Documents. Reviewed by Hasse, in Lib. Jour., 27: 291-293.

— Catalogue of the public documents of the 53d [-62d Congress], and of all departments of the government, Mar. 4, 1893 [-June 30, 1913]. No. 1 [-11]. 1896 [-1916]. 4°.

Quote: "Document Catalog." Both plain title and Congressional Document editions. v. 1-3, a volume each session; v. 4-date, a volume each Congress.

— Monthly catalogue, United States public documents, No. 1 [-269]; Jan., 1895 [-May, 1917]; 54th Congress [-65th Congress, 1st sess.].

Quote: "Monthly Catalog."

— Index to the Reports and Documents of the 54th Congress, 1st session [-63d Congress, 3d session]; Dec. 2, 1895 [-Mar. 4, 1915]. No. 1 [-22]. 1895 [-1915].

Quote: "Document Index." Schedule of volumes at end is usually issued ahead of appearance of index.

— — — Price lists. 1898-date. 8° and narrow 12mo.

Free to everybody. Lists showing where material can be found in United States government publications have been issued to date on 68 subjects, and new editions with latest material are constantly being printed.

Willoughby, W. F. Statistical publications of the United States government. (In Amer. Acad. of Polit. and Soc. Science. Annals, v. 2, 1891-1892, p. 92-104.)

Critical and excellent for that date, though not entirely comprehensive.

Lane, L. P. Aids in the use of United States government publications. (In Amer. Statistical Assoc. Publications 7: 40-57; Mar.-June, 1900.

Gives list of indexes. Reviewed in Lib. Jour., 25: 598.

Falkner, R. P. List of bibliographies published in official documents of the United States, May, 1902, to Apr., 1903, inclusive. (In Lib. Jour., 28: 775-776, 1903.)

Part of his report as chairman of the documents committee of the A. L. A.

Hasse, A. R. List of bibliographies contained in United States public documents, June, 1903-May, 1904. (In Lib. Jour., 30: 287-288, May, 1905.)

Part of her report as chairman of the documents committee of the A. L. A.

U. S. Education Bureau. Teaching material in government publications. 1913. 61 p. (Bulletin, 1913, no. 47.)

Valuable aid to finding reference material.

### *Government bodies described by themselves*

NOTE.—The small publications that some bodies have occasionally published, descriptive each of its own functions, accomplishments, and projects, are the best possible source of information about them. The list of such works given below makes no attempt at completeness, even for the present moment. It is given more as a line of samples of what is being put out, aided by which one may keep daily outlook for such publications as they come out.

U. S. Chemistry Bureau. Organization of the Chemistry Bureau [with list of publications of bureau]; rev. to July 1, 1909. Oct. 11, 1909. 29 p. (Circular 14.)

— — — Exhibit of the bureau at the Pan-American exposition, Buffalo, N. Y., 1901. 1901. 29 p. 4 pl. (Bulletin 63.)

— Children's Bureau. Children's Bureau, establishment [etc.]. 1912. 5 p. (Bureau publication 1.)

— Coast and Geodetic Survey. Work of the survey. 2d ed. 1909. 47 p. 6 pl. map.

Printed for distribution at the Alaska-Yukon-Pacific Exposition, Seattle, Wash., 1909.

- Commerce Department.  
 Printing and Publications Division (Commerce Dept.).  
 Condensed history, duties, and practical operation of  
 the Department of Commerce, and its several bureaus  
 and offices, with laws relating specifically thereto; July  
 1, 1913. 1913. 211 p.
- Fisheries Bureau. United States Bureau of Fisheries, its  
 establishment, functions, organization, resources, oper-  
 ations, and achievements. 1908. 80 p. il. 1 pl. large  
 8°. ([Bureau of Fisheries doc. 641.])  
 Printed for distribution at the International Fisheries Congress,  
 Washington, D. C., 1908.
- Interior Department. General information regarding the  
 Department of the Interior, Dec., 1916. 1917. 24 p.
- Library of Congress. Library of Congress and its work.  
 [Rev. ed.] 1907. 21 p. 16°.
  - Prepared for distribution at the Lewis and Clark Exposition, Port-  
 land, Oreg., 1905.
- Markets Bureau. Work of the Office of Markets and Rural  
 Organization, with list of publications. Rev. ed. Nov.  
 27, 1915. 16 p. (Markets doc. 1.)  
 Name changed to Markets Bureau, July, 1917.
- Weather Bureau. Weather Bureau [history and work].  
 1915. 58 p. il. 16°.
- Plant Industry Bureau. Bureau of Plant Industry, its func-  
 tions and efficiency. Mar. 15, 1913. 25 p. il. (Cir-  
 cular 117.)  
 Another paper included in these pages. Papers not issued separately.

### *Government bodies' lists of their own publications*

NOTE.—Almost every publishing body of the government issues more or less often lists of its own publications, either complete, or showing what is available for distribution. These lists are usually given freely to all who desire them. Lists that include only works prior to the end of 1909 are omitted here—except a few that contain titles of Bulletins and of other such works in series, while the Checklist gives them only by number—as they duplicate the Checklist. Lists of publications “available for distribution” are usually omitted, unless quite comprehensive, or unless there is nothing else to be had. The Price Lists published by the Documents Office are, many of them, lists of publications of special bodies, and should be borne in mind to supplement the lists given here. They usually exclude all works out of print.

#### U. S. Agriculture Department.

Publications Division (Agriculture Dept.). List by titles of the publications of the Department of Agriculture, 1840–June, 1901. 1902. 216 p. (Publications Div. Bull. 6.)

- — — Monthly list of publications of the Department of Agriculture. Jan., 1892-date.
- — — List of publications of the Department of Agriculture issued since July 1, 1913; rev. to Dec. 31, 1916. Apr. 26, 1917. 114 p.
- — — Complete list of Farmers' Bulletins issued to Oct. 15, 1916. Nov. 1, 1916. 16 p.
- Animal Industry Bureau.<sup>1</sup>  
Publications Division (Agriculture Dept.) Publications of the Bureau of Animal Industry. Ed. of July 23, 1913. [1913.] 6 p. (Publications Div. Circular 15.)
- Biological Survey Bureau.  
Publications Division (Agriculture Dept.). Publications of the Bureau of Biological Survey. Ed. of July 8, 1913. [1913.] 2 p. (Publications Div. Circular 8.)
- Census Bureau. Circular of information concerning census publications, 1790-1916. Jan. 1, 1917. 124 p. ([Circular] 2.)
- — — List of publications of the 10th-12th censuses and permanent Census Bureau. July 1, 1911. [3] p. f°.
- Chemistry Bureau.  
Publications Division (Agriculture Dept.). Publications of the Bureau of Chemistry. Ed. of July 8, 1913. [1913.] 4 p. (Publications Div. Circular 7.)
- Coast and Geodetic Survey. List and catalogue of the publications issued . . . 1816-1902 . . . with supplement, [Jan.] 1903- [Aug.] 1908. 1908. 237, 44, [1] p. 4°.
- — — Catalogue of charts, coast pilots, and tide tables, 1916. 1916. 231 p. il. 4°.
- — — Same, supplement [May 12, 1916.] 1916. 5 p. 4°.  
(Serial 46.)
- Coast Guard.  
Economy and Efficiency Commission. Bibliography of the Revenue Cutter Service. (In Economy and Efficiency Commission, Reports, April 4, 1912, p. 373-378; H. Doc. 670, 62d Cong., 2d sess. In v. 116; 6298.)  
The Revenue Cutter Service has now become the Coast Guard.
- Commerce Department.  
Publications Division (Commerce Dept.). Monthly list

<sup>1</sup> Since the changes in the publications of the Department of Agriculture that took effect July 1, 1913, the separate lists of publications of each bureau that were appearing at frequent intervals prior to that date have ceased appearing.

of publications issued by the Department of Commerce, July, 1914-date.

- — — List of publications of the Department of Commerce available for distribution. 14th ed. Oct. 2, 1916. 83 p.
- Education Bureau. List of publications of the bureau, 1867-1910. 1910. 55 p. (Bulletin 1910, no. 3.)
- — Available publications of the Bureau of Education, Feb., 1917. [1917.] 11 p.
- — Publications, 1867-1902. (In its Annual report, 1900/01, v. 1, pref. p. 103-112.)  
Checklist by publication number.
- Entomology Bureau.  
Publications Division (Agriculture Dept.). Publications of the Bureau of Entomology. Ed. of July 23, 1913. [1913.] 6 p. (Publications Div. Circular 16.)
- Ethnology Bureau. List of publications of the Bureau of American Ethnology, with index to authors and titles. 1917. 40 p.
- Crop Estimates Bureau.  
Publications Division (Agriculture Dept.). Publications of the Bureau of Statistics. Ed. of July 8, 1913. [1913.] 3 p. (Publications Div. Circular 12.)  
The Crop Estimates Bureau was formerly the Statistics Bureau.
- Fisheries Bureau. List of publications of the Bureau of Fisheries available for distribution. May 26, 1916. 23 p. (Bureau of Fisheries document 614.)
- Foreign and Domestic Commerce Bureau. Catalogue of bureau publications, review of information available to manufacturers and exporters in bulletins issued by the Bureau of Foreign and Domestic Commerce. [Reprint] 1916. 47 p.
- — Same, supplement, Mar. 1, 1917. [1917.] 4 p.
- — List of publications for sale by the superintendent of documents and by district officers of the Bureau of Foreign and Domestic Commerce. 1915. 8 p. narrow 8°.
- Forest Service.  
Publications Division (Agriculture Dept.). Publications of the Forest Service. Ed. of July 8, 1913. [1913.] 5 p. (Publications Div. Circular 11.)
- Geological Survey. Publications of the Geological Survey, not including topographic maps. Dec., 1916. 168 p.

- — — Topographic maps and folios and geologic folios published by the Geological Survey. Wash. Geological Survey, 1914. 131 p.
- — — New publications, list 1-111. Sept., 1907-May 1, 1917, [1907-1917.] Monthly. Size has varied.
- Hydrographic Office. Information regarding navigational books and charts published and sold by the Hydrographic Office. [Washington, Hydrographic Office, Aug., 1916.] 2 p. narrow f°. (Circular 3.)
- Labor Department.  
Publications and Supplies Division (Labor Dept.). Publications of the Department of Labor available for distribution, Jan. 1, 1917. 1917. 11 p.
- Labor Statistics Bureau. Publications of the Bureau of Labor Statistics up to July 1, 1916. 1916. 17 p.  
Bureau under this name dates from Mar. 4, 1913.
- Library of Congress. Publications issued by the library since 1897. Jan., 1917. 50 p. 20 cm.
- Mines Bureau. Publications of the Bureau of Mines, Nov., 1916 [and publications that may be obtained only through the superintendent of documents]. 1916. 27 p.
- National Museum. List of the publications of the United States National Museum, 1875-1900 [including Bulletin 1-50]. 1902. 168 p. (Bulletin 51.)
- — — Same, supplement 1. List of the publications of the United States National Museum, 1901-1906 [including Bulletin 51-55] with index to titles. 1906. 40 p.  
These lists give titles of the bulletins, which are not given in the Checklist.
- Plant Industry Bureau.  
Publications Division (Agriculture Dept.). Publications of the Bureau of Plant Industry. Ed. of July 16, 1913. [1913.] 10 p. (Publications Div. Circular 13.)
- Public Health Service. Publications of the Public Health Service, Sept., 1915. 1915. 61 p. (Miscellaneous publication 12.)
- Public Roads Office.  
Publications Division (Agriculture Dept.). Publications of the Office of Public Roads. Ed. of July 11, 1913. [1913.] 2 p. (Publications Div. Circular 10.)
- Reclamation Service. Publications of the Reclamation Service for sale by the Reclamation Service. Aug., 1916. 46 p. (List of publications 3.)  
Lists 1 and 2 are called "Price Lists."

- Signal Office. Publications of the Signal Service, 1861 to July 1, 1890. (In its Annual report, 1891, p. 389-409.)
- Smithsonian Institution. List of publications of the Smithsonian Institution, 1846-1903. 1903. 99 p. (Smithsonian miscellaneous collections, v. 44, no. 1376.)
- U. S. Soils Bureau.  
Publications Division (Agriculture Dept.). Publications of the Bureau of Soils. Ed. of July 22, 1913. [1913.] 6 p. (Publications Div. Circular 14.)
- Standards Bureau. Publications of the Bureau of Standards. 4th ed. issued July 1, 1913. 1913. 54 p. 25½ cm. (Circular 24.)
- — Recent publications of the Bureau of Standards, supplementing, up to Apr. 1, 1915, the list published in Circular no. 24, 4th edition. [1915.] 20 p. No t-p.
- States Relations Service.  
Experiment Stations Office. The agricultural experiment stations in the United States [with list of publications of the Office of Experiment Stations and of the state experiment stations]. 1900. 636 p. 153 pl. map. (Bulletin 80. H. Doc. 507, 56th Cong., 2d sess, In v. 96: 4170.) Also a plain title edition.
- — Publications Div. (Agric. Dept.). Publications of the Office of Experiment Stations. Ed. of July 26, 1913. [1913.] 12 p. (Publications Div. Circular 17.)  
The States Relations Service was formerly the Experiment Stations Office.
- Treasury Department.  
Printing and Stationery Division (Treasury Dept.). Publications of the Treasury Department, 1916. 6 p.

*Government bodies' indexes to their own publications*

- U. S. Agriculture Department.  
Publications Division (Agriculture Dept.). Publications of the Department of Agriculture classified for the use of teachers. Jan. 27, 1912. 36 p. (Publications Div. Circular 19.)  
Prepared in cooperation with the Experiment Stations Office. Appended are titles of published lists of the publications of various bureaus of the Department of Agriculture.
- — Documents Office. List of publications of the Agriculture Department, 1862-1902, with analytical index. 1904. 623 p. (Bibliography of United States public documents, department lists 1.)  
Reviewed in Lib. Jour., 30: 53.

- — — Publications Division (Agriculture Dept.). Index of authors, with titles of their publications, appearing in the documents of the United States Department of Agriculture, 1841-1897. 1898. 303 p. (Publications Div. Bulletin 4.)
- — — — Index to the Annual reports of the United States Department of Agriculture, 1837-1893. 1896 [reprint 1899]. 252 p. (Publications Div. Bulletin 1.)  
 Since 1893 reports have been restricted to purely administrative business.
- — — — Index to the Yearbooks of the United States Department of Agriculture, 1894-1900. 1902. 196 p. (Publications Div. Bulletin 7.)
- — — — Same, 1901-1905. 1908. 166 p. (Publications Div. Bulletin 9.)
- — — — Same, 1906-1910. 1913. 146 p. (Publications Div. Bulletin 10.)
- — — — List of titles of Farmers' Bulletins classified by subjects. Dec. 13, 1916. 13 p.
- — — — Index to Farmers' Bulletins nos. 1-500. 1916. 432 p.  
 The Publications Division of the Agriculture Department issues also title-page with table of contents and index to each 25 Farmers' Bulletins, and to each 25 Bulletins of the department series begun July 1, 1913.
- — Animal Industry Bureau.  
 Publications Division (Agriculture Dept.). Index to literature relating to animal husbandry in the publications of the United States Department of Agriculture, 1837-1898. 1900. 676 p. (Publications Div. Bulletin 5.)
- — Crop Estimates Bureau.  
 Publications Division (Agriculture Dept.). Synoptical index to the reports of the statistician of the Department of Agriculture, 1863-1894. 1897. 258 p. (Publications Div. Bulletin 2.)  
 The Crop Estimates Bureau was formerly the Statistics Bureau, with a head called the statistician.
- — Education Bureau. Publications, 1867-1890; with subject index. 1891. p. 1453-1551.  
 Reprint from report of the bureau for 1888/1889.
- — — Index to reports . . . 1867-1907. 1909. 103 p. (Bulletin, 1909. no. 7.)
- — Engineer Department. Index to the Reports of the chief of engineers, U. S. Army (including the Reports of the Isthmian Canal Commissions, 1899-1914), 1866-



1912. 1915. 2 v. (H. Doc. 740, 63d Cong., 2d sess. In v. 20; 6617.)  
v. 1. Rivers and harbors.—v. 2. Fortifications, bridges, Panama Canal, etc.
- Entomology Bureau. Index to Bulletins 1-30 [new series], 1896-1901, of the Division of Entomology. 1902. 64 p. (Bulletin, new series, 36.)
- — Index to Circulars 1-100 of the Bureau of Entomology. Nov. 2, 1911. ii, 49 p. (Circular 100.)
- Ethnology Bureau. List of publications of the Bureau of American Ethnology, with index to authors and titles. 1917. 40 p.
- Foreign and Domestic Commerce Bureau. Index to the Consular Reports nos. 1-239 [v. 1-63, Oct., 1880-Aug., 1900]. 1887-1901. v. 1-5.  
The Consular Reports have now taken the title, "Commerce Reports, Daily Consular and Trade Reports," with title-page and index quarterly.
- Geological Survey. Catalogue and index of the publications of the Hayden, King, Powell, and Wheeler surveys. 1904. 208 p. (Bulletin 222. H. Doc. 606, 58th Cong., 2d sess. In v. 58; 4684.)
- — Index to the hydrographic progress reports of the United States Geological Survey, 1888-1903. 1905. 253 p. (Water-supply and irrigation paper 119.)
- Labor Department. Index of all reports issued by bureaus of labor statistics in the United States prior to Mar. 1, 1902. 1902. 287 p.
- Labor Statistics Bureau. Subject index of the publications of the Bureau of Labor Statistics up to May 1, 1915. Sept., 1915. 233 p. (Bulletin 174; Miscellaneous series 11. H. Doc. 1707, 63d Cong., 3d sess.)
- Ordnance Department, Army. Index to reports of the chief of ordnance, Army, 1867-1902. 1904. 124 p.  
Orders and circulars of this department have title-page and index regularly. So do the Ordnance Pamphlets of the Ordnance Bureau, Navy; also the Circulars of the Militia Bureau, War Department; and doubtless many other series not noted here.
- Plant Industry Bureau.  
Index to plant industry subjects in the Yearbooks of the Department of Agriculture. Nov. 30, 1908. 55 p. (Circular 17.)
- — Contents of and index to the Bulletins of the Bureau of

- Plant Industry, nos. 1 to 100. Oct. 12, 1907. 102 p.  
(Bulletin 101.)
- Smithsonian Institution. Classified list of Smithsonian publications available for distribution, Dec. 15, 1916. 1916. vi, 32 p. (Publication 2434.)
- Catalogue of publications of the Smithsonian Institution, 1846-1882, with an alphabetical index. 1882. 328 p.  
(Smithsonian miscellaneous collections, v. 27, no. 478.)
- U. S. State Department. General index to the published volumes of the diplomatic correspondence and foreign relations of the United States, 1861-1899. 1902. 945 p.
- — Hasse, A. R. Index to United States documents relating to foreign affairs, 1828-1861. In 3 parts. pt. 1, A-H, Nov., 1914. (Carnegie Institution. Publication 185.)  
All published to date.
- States Relations Service. General index to the Experiment Station Record, v. 1-12, 1889-1901. 1903. 671 p.
- — Same, to v. 13-25, 1901-1911. June 27, 1913. 1159 p.
- War Department.  
Adjutant General's Department. Subject index of General Orders of the War Department, Jan. 1, 1809-Dec. 31, 1860. 1886.
- — — Same, Jan. 1, 1861-Dec. 31, 1880. 1862.
- — — Subject index to General Orders and Circulars of the War Department and Headquarters of the Army, Adjutant General's Office, Jan. 1, 1881-Dec. 31, 1900. Apr., 1901.
- — — Analytical index of General Orders, Adjutant General's Office, 1861-1876. 1878.

## II

### Bibliography of the Printing Investigation Commission, 1905-1913 And Official Publications Since

NOTE.— See also under Bibliography: General: Public Printing to 1905, especially S. Report 18, 52d Cong., 1st sess., of Jan. 13, 1892, and note. For résumé of each law passed see, under appropriate date, Bibliography of Laws.

The Printing Investigation Commission was created by the deficiencies appropriation act of Mar. 3, 1905, 58th Congress, 3d session. It was continued and its scope enlarged by the sundry civil appropriation act of June 30, 1906, 59th Congress, 1st session; and by deficiencies appropriation acts of Mar. 4, 1907, 59th Congress, 2d session, and Mar. 4, 1909, 60th Congress, 2d session. Again continued by sundry civil appropriation act of Mar. 4, 1911, 61st Congress, 3d session, during term of 62d Congress (expired Mar. 4, 1913).

See Congressional Record, 58th Cong., 3d sess.; Feb. 9, 11, 16, 17, 1905; v. 39: 2147, 2389, 2709 (Senate), 2801 (H. of R.); same, 59th Cong., 2d sess. H. of R.: Mar. 4, 1907; v. 41: 4668.

The action of the commission in introducing reforms can be traced in the following publications. It procured several more pressing reforms by the passage of special resolutions or bills. A quite comprehensive bill including needed new legislation the commission had passed without opposition in the law of Mar. 1, 1907. It then prepared a general printing bill intended to supersede the act of Jan. 12, 1895, and to revise and codify the whole body of printing legislation. This was introduced, usually in identical text, but, of course, with the bill number of its respective house, in both houses, as follows:—

60th Congress: S. 9406	: H. 6539
: H. 28247	64th Congress: S. 1107
61st Congress: S. 10646	: S. 7795
62d Congress: S. 2564	: H. 323
: S. 4239	: H. 8664
63d Congress: S. 825	: H. 21021
: S. 5340	

The bill has been extended, somewhat modified, and, in the 64th Congress, rearranged. It still awaits action by Congress to become law.

- U. S. President (Roosevelt). [Warning against extravagance in the public printing]. (In his Annual message to 57th Congress, 2d session, Dec. 2, 1902. In Cong. Record, 36: 12.)  
 One paragraph only.  
 Nothing on this subject in message of 1903.
- Same. (In same to 58th Congress, 3d session, Dec. 6, 1904. In Cong. Record, 39: 10.)  
 One paragraph only.
- Same. (In same to 59th Congress, 1st session, Dec. 5, 1905. In Cong. Record, 40: 95.)  
 Less than one paragraph.
- Congress. H. of R. Printing Committee. Report favoring S. 4261, to provide for printing, and binding in half morocco, additional copies of the first edition of government documents and publications for distribution to the designated depository libraries in lieu of the sheep-bound copies of the Document edition, so-called, now supplied to said libraries. Feb. 7, 1903. 7 p. (H. Report 3663, 57th Cong., 2d sess. In v. 3: 4415.)  
 Contains text of bill, and hearings including statement favoring bill by Superintendent of Documents Ferreil. Bill also recommended in his report, 1901/2. Also recommended in report of the documents committee of the A. L. A. by R. P. Falkner, chairman, June, 1902.
- Department Methods Committee ("Keep Commission"). Government Printing Office. Report on purchase of typesetting machines for the Government Printing Office. [Aug. 4, 1905.] 26 p. 4°.
- Public printing. [Jan. 2, 1906.] 12 p. 4°.
- Government Printing Office. Report of examination into cost of printing, at reduced price, special edition of the Congressional Record [for sale to the general public]. Dec. 11, 1905. 1906. 2 p. (S. Doc. 108, 59th Cong., 2d sess. In v. 3: 5070.)
- Printing Investigation Commission. Report. 1906. 2 v. v. 1. Hearings. v. 2. Appendix and preliminary report.
- Surplus copies of departmental editions of government publications as shown in appendix to report of commission, 1906. 1906. 32 p.  
 Also in the Report, v. 2, p. 541-582.
- President (Roosevelt). Executive order directing that head of each executive department shall appoint advisory committee on printing and publications, and assigning rules governing annual reports of departments. Jan. 20, 1906. 1 p. f°.

- Same. (In U. S. Printing Investigation Commission. Preliminary report. June 25, 1910. p. 50-51. S. Doc. 652, 61st Cong., 2d sess.)
- Congress. H. of R. Printing Committee. Report favoring H. J. Res. 127, to correct abuses in the public printing, and for allotment of cost of certain Documents and Reports. March 24, 1906. 1 p. (H. Report 2652, 59th Cong., 1st sess. In v. 1: 4906.) Approved Mar. 30, 1906. Stat. L. 34: 825-826. Public res. 13.  
See Cong. Record, 59th Cong., 1st sess., H. of R.; Mar. 26, 1906; v. 40: 4303-4305; Landis and others.
- ——— Report favoring H. J. Res. 128, to prevent unnecessary printing and binding, and to correct evils in the distribution of public documents. Mar. 24, 1906. 1 p. (H. Report 2653, 59th Cong., 1st sess. In v. 1: 4906.) Approved Mar. 30, 1906. Stat. L. 34: 826. Public res. 14.  
See Cong. Record, 59th Cong., 1st sess., H. of R.; Mar. 26, 1906; v. 40: 4305-4306; Landis and others.
- Printing Investigation Commission. Preliminary report. Mar. 24, 1906. 92 p. (H. Doc. 649, 59th Cong., 1st sess. In v. 49: 4989.)  
Appended are tables of department publications, and of appropriations.
- Same. Mar. 26, 1906. 92 p. (S. Report 2153, 59th Cong., 1st sess. In v. 2: 4905.)  
Identical with the preceding.
- Same. (In U. S. Printing Investigation Commission. Report. 1906, v. 2, p. 583-691.)
- Same, without tabulated matter. (In Cong. Record, 59th Cong., 1st sess. Senate; Mar. 26, 1906; v. 40: 4261-4262.)
- Congress. Printing Joint Committee. Regulations making effective public resolution 14, approved Mar. 30, 1906. May 18, 1906. [5] leaves, oblong f°. Provide for printing Congressional and other publications in two editions, the first less than the authorized number, and no other to be issued till need for it is shown. Consists of one page of regulations, and four leaves giving number of copies for first edition of 124 publications, with their distribution.
- Same. (In U. S. Printing Investigation Commission. Report. 1906, v. 2, p. 677-691.)
- H. of R. Appropriations Committee. Supplemental hearing [June 8, 1906, on H. 19844, 59th Cong., 1st sess.] sundry civil appropriation bill, [fiscal year] 1907, printing and binding, revised estimates [by committee on printing]. 1906. 9 p.

- — Senate. Printing Committee. Inquiry into causes of delay [in Government Printing Office] in completing work of 1st session of 59th Congress; report of Albert H. Howe [with hearings, July 7-13, 1906]. 1906. 123 p.
- Printing Investigation Commission. Supplemental report. Feb. 18, 1907. 14 p. (H. Doc. 736, 59th Cong., 2d sess. In v. 53; 5156.)  
Includes draft of bill.  
See Cong. Record, 59th Cong., 2d sess., H. of R.; Feb. 26, 1907; v. 41: 3997-3999; includes text of bill; Landis.  
See also Monthly Catalog, Jan., 1908, p. 263.
- — Report submitting S.8510, to amend act providing for the public printing and binding and distribution of public documents. Feb. 18, 1907. 12 p. (S. Report 6828, 59th Cong., 2d sess. In v. 2; 5061.) Approved Mar. 1, 1907. Stat. L. 34: 1012-1015  
Identical with the preceding except that draft of bill, p. 12-14, is omitted.
- — Same. (In Cong. Record, 59th Cong., 2d sess., Senate; Feb. 18, 1907; v. 41: 3176-3179.)
- Congress. H. of R. Printing Committee. Report amending H.25736, to amend act providing for the public printing and binding and distribution of public documents. Feb. 21, 1907. 1 p. (H. Report 8058, 59th Cong., 2d sess. In v. 2; 5065.)  
Bill identical with S.8510.
- — Senate. Printing Committee. Report amending S.8510, to amend act providing for the public printing and binding and distribution of public documents. Feb. 22, 1907. 1 p. (S. Report 7257, 59th Cong., 2d sess. In v. 2; 5061.) Approved Mar. 1, 1907. Stat. L. 34: 1012-1015.
- — H. of R. Printing Committee. Report amending S.8510, to amend act providing for the public printing and binding and distribution of public documents. Feb. 26, 1907. 1 p. (H. Report 8101, 59th Cong., 2d sess. In v. 2; 5065.) Approved Mar. 1, 1907. Stat. L. 34: 1012-1015.
- — Senate. Printing Committee. Report amending S. J. R. 1, amending [sec. 2 of] act relative to the public printing and binding, approved Mar. 1, 1907. Dec. 4, 1907. 6 p. (S. Report 1, 60th Cong., 1st sess. In v. 1; 5218.) Approved Jan. 15, 1908. Stat. L. 35: 565-566.
- — H. of R. Printing Committee. Report amending S. J. R. 1, amending [sec. 2 of] act relative to the public printing and binding, approved Mar. 1, 1907. Jan. 11, 1908. 1 p. (H. Report 92, 60th Cong., 1st sess. In v. 1; 5225.) Approved Jan. 15, 1908. Stat. L. 35: 565-566.

See Cong. Record, 60th Cong., 1st session, II. of R.; Dec. 16, 1907; v. 42: 357; Landis. Almost no discussion in Senate.

- Printing and Publications Division (Commerce Dept.). Comparative costs of printing for the executive departments; report to the President of Geo. C. Havenner [and reply of C. A. Stillings]. 1908. 63 p. 2 tables.

Havenner was chief of this division.

- Printing Investigation Commission. [Statement showing] appropriations and expenditures for public printing and binding [and expenditures from appropriations other than those made specifically therefor; \$1,000,000 worth done outside the Government Printing Office] during the fiscal years 1905-1907; by Victor L. Ricketts. 1908. [1] 70 p.

Ricketts was secretary to the commission.

- — Memoranda relative to binding of publications for distribution to state and territorial libraries and designated depositories. 1908. 46 p.

- H. of R. Letter from superintendent of document room recommending changes in certain features and detail of printing and Congressional [Record] index service. Feb. 20, 1908. 2 p. (H. Doc. 703, 60th Cong., 1st sess. In v. 108; 5377.)

Recommends numbering laws, resolutions, etc., consecutively through a Congress; starting in the Congressional Record index the bills that passed; and other improvements mostly now adopted.

- Rossiter, Wm. S. Report to the President upon conditions prevailing in the Government Printing Office [and reply thereto by C. A. Stillings, public printer]. May 12, 1908. 150 p. illus.

At top of title: "Confidential."

- Same. (H. Doc. 974, 60th Cong., 1st sess. In v. 105; 5374.)

May 25, 1908, the Joint Printing Committee adopted a resolution asking the public printer to submit to the committee for approval estimates of all proposed purchases of machinery, equipment, etc., amounting to over \$1,000.

See Senate Report 438, 63d Congress, 2d session, p. 6.

- U. S. Printing Investigation Commission. Letter transmitting report of subcommittee on investigation relating to purchase of certain supplies for the public printing and binding, and operations of the audit system in the Government Printing Office, and making recommendations with relation to future appropriations for public printing and binding. May 26, 1908. 19 p. (H. doc. 968, 60th Cong., 1st sess. In v. 105; 5374.)

- — Same. May 27, 1908. 19 p. (S. Report 695, 60th Cong., 1st sess. In v. 2; 5219.)

- Congress. Printing Joint Committee. Regulations, superseding regulations promulgated May 18, 1906. [Jan. 13, 1909.] f°.  
Limited edition.
- Printing Investigation Commission. Supplemental report. Recommendations in relation to appropriations for public printing and binding, etc. Feb. 6, 1909. 5 p. (S. Report 932, 60th Cong., 2d sess. In v. 1; 5380.)  
Relate to appropriations for publications of the Geological Survey, for the Documents Office, and for the supply of depository libraries, for leaves of absence and holidays, for expenditures for machinery, equipment, and salaries, and inspector for the committee, all in the Government Printing Office.
- — Report recommending legislation relative to printing, binding, and distribution of public documents [to accompany S.9406]. Feb. 18, 1909. 31 p. (H. Doc. 1464, 60th Cong., 2d sess. In v. 147; 5557.)  
Much information and draft of legislation.
- — — Same, except p. 13-31, draft of legislation. (In Cong. Record, 60th Cong., 2d sess. Senate; Feb. 19, 1909; v. 43: 2673-2676.)
- — — Report to accompany S.9406, to codify, revise and amend laws relating to the public printing and binding and distribution of public documents. Feb. 19, 1909. 31 p. (S. Report 1044, 60th Cong., 2d sess. In v. 1; 5380.)  
Same as preceding H. Doc. 1464.
- Congress. H. of R. Printing Committee. Report amending H.28247, to codify, revise, and amend laws relating to the public printing and binding and distribution of public documents. Feb. 23, 1909. 1 p. (H. Report 2308, 60th Cong., 2d sess. In v. 1; 5384.)
- — — — Report favoring H.24864, for distribution of the Congressional Record and public bills, documents, etc., to governor general of Philippine Islands. Feb. 23, 1909. 1 p. (H. Report 2316, 60th Cong., 2d sess. In v. 1; 5384.) Approved Mar. 4, 1909. Stat. L. 35: 1067.
- — — — Report submitting H. J. R. 263, to provide for the distribution by members of the 60th Congress of Documents, Reports, and other publications, as substitute for H. R. 524. Feb. 23, 1909. 1 p. (H. Report 2272, 60th Cong., 2d sess. In v. 1; 5384.) Approved Mar. 2, 1909. Stat. L. 35: 1168.  
The 61st Congress having been called in extra session for Mar. 15, this resolution provides that outgoing members shall have control of distribution of publications of 60th Congress, as is customary, till first Monday in December. Shows feeling of repre-



sentatives about their distribution. See Cong. Record, 60th Congress, 2d session, H. of R.; Mar. 1, 1909; v. 43: 3510-3514.

- — — Joint resolution [H. J. R. 38, 61st Congress, 1st sess.] repealing joint resolution [of Mar. 2, 1909]. Approved Apr. 23, 1909. Stat. L. 36: 182.

See Cong. Record, 61st Cong., 1st sess., H. of R.; Apr. 5, 1909; v. 44: 1075-1077.

No Reports in either house, and no discussion in Senate.

- — — H. of R. Select Committee on Useless Papers and Documents. Report to accompany H. Res. 220, disposing of certain documents now in the folding room of the House of Representatives. Jan. 8, 1910. 2 p. (H. Report 116, 61st Cong., 2d sess. In v. A: 5594.)

Includes long list of publications in storage rooms of folding room which are offered for general distribution to members. Report and list are printed in Cong. Record, 45: 445-453. Resolution passed.

See Cong. Record, 61st Cong., 2d sess., H. of R.; Jan. 8, 1910; v. 45: 445-453, 594-600.

- Printing Investigation Commission. Hearings, Mar. 17, 1910, [relative to investigation of branch printing offices of Government Printing Office]. iv, 45 p.

- Congress. H. of R. Printing Committee. Hearings relative to S. J. R. 37 [requiring the translation into the English language of foreign public papers and documents], Mar. 25, 1910. 1910. 34 p.

- — — Senate. Printing Committee. Report favoring S.7661, to amend sec. 54 of act approved Jan. 12, 1895, as amended by public resolution 36, approved June 30, 1902 [so as to abolish the printing of the Documents and Reports now reserved to be bound for members and officers of Congress]. Apr. 16, 1910. 4 p. (S. Report 568, 61st Cong., 2d sess. In v. 2; 5583.) Approved June 25, 1910. Stat. L. 36: 868.

- — — — Same. (In Cong. Record, 61st Cong., 2d sess., Senate; May 4, 1910; v. 45: 5787-5788.)

No debate.

See also Monthly Catalog, Apr., 1910.

- — — — Hearings, May 7, 1910, relative to valuation system for distribution of publications by senators and representatives. 16 p.

See Cong. Record, 61st Cong., 2d sess., H. of R.; Jan. 13, 1910; v. 45: 597-598.

Mr. Walter I. Smith, representative from Iowa, describes his valuation plan.

- — — — Report favoring S. J. R. 99, to amend resolution approved Mar. 28, 1904, relating to the sale of public documents by the superintendent of documents. May 23,

1910. 2 p. (S. Report 731, 61st Cong., 2d sess. In v. 3; 5584.)

Authorizes him to reprint for sale Congressional, as well as department publications.

- H. of R. Printing Committee. Report favoring S. J. R. 99, to amend resolution approved Mar. 28, 1904, relating to the sale of public documents by the superintendent of documents. June 21, 1910. 2 p. (H. Report 1677, 61st Cong., 2d sess. In v. 3; 5593.)

Almost identical with the preceding.

- Senate. Printing Committee. Report referring to committee on appropriations, with recommendation of favorable action, amendment to H.25552, making appropriations for sundry civil expenses of the government, 1910/11, authorizing more expensive binding of messages and papers of the President, mss. and portfolios of the State Department, valuable and rare books and mss. for the Library of Congress, etc. May 23, 1910. 2 p. (S. Report 734, 61st Cong., 2d sess. In v. 3; 5584.)

- H. of R. Printing Committee. Report favoring S.7661, to amend sec. 54 of act approved Jan. 12, 1895, as amended by public resolution 36, approved June 30, 1902 [so as to abolish the printing of the Documents and Reports now reserved to be bound for members and officers of Congress]. June 23, 1910. 4 p. (H. Report 1711, 61st Cong., 2d sess. In v. 3; 5593.) Approved June 25, 1910. Stat. L. 36:868.

See Cong. Record, 61st Cong., 2d sess., H. of R.; June 23, 1910; v. 45: 8858-8859.

- Printing Investigation Commission. Preliminary report. June 25, 1910. 81 p. (S. Doc. 652, 61st Cong., 2d sess. In v. 61; 5660.)

Preparatory to introduction of general printing bill. Information and general discussion, especially on distribution to depositories, on branch printing offices, and on department printing supervision.

- Congress. Senate. Printing Committee. Report amending S.10646, to amend, revise, and codify laws relating to the public printing and binding and distribution of government publications. Feb. 20, 1911. 48 p. (S. Report 1200, 61st Cong., 3d sess. In v. 1; 5840.)

An edition of this was printed in blank as to bill number, which house, date, Report number, etc.; and with "Commission print" at top of title.

- Comparison of S.2564 [62d Cong., 1st sess.], printing bill, with existing printing laws. [1911.] 117 p. oblong large 8°.

- — — Printing Joint Committee. Statement showing price per pound paid for various classes of paper bought for the Government Printing Office from 1902/3 to 1911/12, and average price of each class for ten-year period, also corresponding prices in General Supply Committee's schedule for 1911/12. 1912. [1] 9 leaves, oblong f°.
- — — Senate. Printing Committee. Report amending S.4239, to amend, revise, and codify the laws relating to the public printing and binding and distribution of government publications. Jan. 16, 1912. 55 p. (S. Report 201, 62d Cong., 2d sess. In v. 1; 6120.)  
 Takes up bill section by section. This and House Report 816 of June 1, 1912, are very similar but not identical.
- — — — — Loose leaf binders; hearing on S.4239, Jan. 26, 1912. 1912. 19 p.  
 Relates to the supply of loose-leaf binders to government offices by the Government Printing Office, and patented articles.  
 See Cong. Record, 62d Cong., 2d sess., Senate; Apr. 9, 1912; v. 48: 4474-4477.
- — — — — Compensation of pressmen; hearing on S.4239, Feb. 2, 1912; statement of J. F. Geckler. 1912. 9 p.  
 Relates to increase in compensation of pressmen in Government Printing Office.  
 See Cong. Record, 62d Cong., 2d sess., Senate; Apr. 9, 1912; v. 48: 4472-4474.
- Economy and Efficiency Commission. Reports relative to centralization of distribution of government publications, and so forth. Feb. 5, 1912. 37 p. 3 plates. (S. Doc. 293, 62d Cong., 2d sess. In v. 36; 6175.)  
 Report sent to President Dec., 1911. p. 5-24 deal with distribution of public documents, including mechanical processes. Recommends distribution from departments to be done through the Documents Office. Quotes Documents Office report stating that Congressional distribution nullifies centralization. Notice in Lib. Jour., 36: 385, 1911.
- Congress. Senate. Printing Committee. Report amending S.4239, to amend, revise, and codify the laws relating to the public printing and binding and distribution of government publications. Feb. 28, 1912. 60 p. (S. Report 414, 62d Cong., 2d sess. In v. 1; 6120.)  
 Takes up bill section by section. Topic headings throughout this Report are the same as in preceding Senate Report 201, of Jan. 16, 1912. In this there are several slight amendments, but the principal one strikes out the section relating to printing bonds, etc., on power presses in the Bureau of Engraving and Printing.  
 See Cong. Record, 62d Cong., 2d sess., Senate; Apr. 5, 9, 1912; v. 48: 4325-4326; 4466-4472. Discussion of S.4239, especially on proposed edition of Congressional Record of one million copies, with estimate of cost; and incidentally on demand and supply to members.

- Smoot, Reed. Speech in Senate [on S.4239]; Mar. 12-13, 1912 [62d Cong., 2d sess.]. 71 p. 1912.  
Able presentation of history of printing legislation and reforms needed.
- Same. (In Cong. Record, 62d Cong., 2d sess., Senate; Mar. 12-13, 1912; v. 48: 3184-3196; 3244-3254.)
- U. S. Congress. H. of R. Printing Committee. Report favoring S. J. R. 93, authorizing the librarian of Congress to furnish a copy of the daily and bound Congressional Record to the under secretary of state for external affairs of Canada in exchange for a copy of the Parliamentary Hansard. Apr. 4, 1912. 1 p. (H. Report 490, 62d Cong., 2d sess. In v. 3: 6131.) Stat. L. 37: 632.
- Economy and Efficiency Commission. Economy and efficiency in the government service . . . reports. Apr. 4, 1912. 565 p. (H. Doc. 670, 62d Cong., 2d sess. In v. 116; 6298.)  
Recommends practicable economies in all departments. Apx. 8, p. 555-558, is: Centralization of distribution of government publications. Refers to and again recommends plan outlined in report of commission to President, Dec. 4, 1911, by him sent to Congress Feb. 5, 1912. Plan is to have all distribution from departments done through Documents Office. Congressional distribution this time not touched on. Discussed in House hearings of May 20-22, 1912.
- Congress. H. of R. Printing Committee. Hearings on S.4239. May 20-22, 1912. 161 p.
- — — — — Report amending S.4239, to amend, revise, and codify the laws relating to the public printing and binding and distribution of government publications. June 1, 1912. 60 p. (H. Report 816, 62d Cong., 2d sess. In v. 4; 6132.)  
This and Senate Report 201 of Jan. 16, 1912, are very similar but not identical.  
See Cong. Record, 62d Cong., 2d sess., H. of R.; June 18, 1912; v. 48: 8336-8344.  
Discussion of appropriations for Printing Investigation Commission; on increase of salary of public printer; and on printing speeches of members for distribution, and waste in public printing in general.
- Commerce and Labor Department. Draft of bill to authorize secretary of commerce and labor to sell such technical, scientific, statistical, and other publications, issued by department, as he may deem best for the public interest. Feb. 4, 1913. 2 p. (H. Doc. 1338, 62d Cong., 3d sess. In v. 138; 6504.)
- Congress. Printing Joint Committee. Congressional printing handbook: laws, orders, rules, and regulations relat-

ing to printing and binding and the distribution of government publications for Congress, and to the Joint Committee on Printing. 1913. 168 p. 24mo.

- H. of R. Printing Committee. Public printing and binding; hearings on H. R. 15902, a bill to amend, revise and codify the laws relating to the public printing and binding and distribution of government publications. Mar. 9, Apr. 2, 9, and 21, 1914 [63d Cong., 2d sess.]. 1914. 78 p.

H. 15902, S. 825, and S. 5340 are identical bills, and same as S. 4239 of the 62d Congress.

- Senate. Printing Committee. Public printing and binding; hearing . . . on S. 825, a bill to amend, revise, and codify the laws relating to the public printing and binding and distribution of government publications; Mar. 14 and 21, 1914 [63d Cong., 2d sess.]. 1914. 75 p.

- — — Revision of printing laws: report to accompany S. 5340. Apr. 22, 1914. 119 p. (S. Report 438, 63d Cong., 2d sess. In v. 1; 6552.)

- H. of R. Printing Committee. Revision of printing laws; report to accompany H. 15902. Apr. 22, 1914. 119 p. (H. Report 564, 63d Cong., 2d sess. In v. 2; 6559.)

Identical with preceding report and on identical bill.

See Cong. Record, 63d Cong., 2d sess., H. of R.; 1914; v. 51: 13988-97 (Aug. 19), 14290, 14296-7, 14298, 14299-311 (Aug. 26), 14614-25, 14627-37 (Sept. 2), 14869-88 (Sept. 9), 15224-49 (Sept. 16), 15595-610 (Sept. 23), 15963-66, 15969-81 (Sept. 30), 16677-94 (Oct. 15). Also Same, 63d Cong., 3d sess., H. of R.; Dec. 9, 1914; v. 52: 56-62.

No particular debate in Senate.

- Senate. Printing Committee. Revision of printing laws; report to accompany H. 15902. Jan. 13, 1915. 12 p. (S. Report 904, 63d Cong., 3d sess. In v. 1; 6762.)

Touches on various points, but p. 6-12 is on postal stamped envelops.

- H. of R. Printing Committee. Report to accompany H. J. R. 393, to discontinue the printing of certain publications [—i. e., Ethnology Bulletins, Geological Survey Bulletins, Professional Papers, and Water-supply Papers — for Congressional distribution]. March 2, 1915. 1 p. (H. Report 1484, 63d Cong., 3d sess. In v. 1; 6766.)

- Printing Joint Committee. Revised edition regulations of the Joint Committee on Printing, making effective public resolution 14, 1st session, 59th Congress . . . approved March 30, 1906, and superseding regulations promulgated

May 18, 1906, and January 13, 1909 (corrected to October 6, 1914). [1914.] 13 p. f°.

- — — Valuation plan for distribution of government publications to members of Congress, as proposed in H.8664 and S.1107, with itemized statements showing value of documents distributed through folding rooms of House and Senate during fiscal years 1905-1915. 1916. 63 p. 4°.

H.8664 and S.1107 are identical bills.

See also Documents Office, Report, 1910/11: Notes; also p. 72 of next entry.

- — — H. of R. Printing Committee. Revision of printing laws; report to accompany H. R. 8664 [to amend, revise, and codify the laws relating to the public printing and binding and distribution of government publications]. Jan. 11, 1916. 132 p. (H. Report 32, 64th Cong., 1st sess.)

Identical with Senate Report 183 following, except for some slight additions to the latter.

See Cong. Record, 64th Cong., 1st sess., H. of R.; Apr. 20, 26, 1916; v. 53: 6505-6529, 6864-6885.

P. 6505-6529 is largely discussion of the valuation plan.

- — — Senate. Printing Committee. Revision of printing laws; report to accompany S.1107 [to amend, revise, and codify the laws relating to the public printing and binding and distribution of government publications]. Feb. 25, 1916. 134 p. (S. Report 183, 64th Cong., 1st sess.)

Identical with House Report 32 preceding, except for some slight additions, and on identical bill.

- — — — Rate of pay for compositors and bookbinders in the Government Printing Office; report to accompany S.6626. July 19, 1916. 2 p. (S. Report 690, 64th Cong., 1st sess.)

- — — H. of R. Printing Committee. Rate of pay for compositors and bookbinders, Government Printing Office; report to accompany S.6626. Aug. 15, 1916. 1 p. (H. Report 1116, 64th Cong., 1st sess.)

See Cong. Record, 64th Cong., 2d sess., Senate; Dec. 15, 1916; v. 54: [unbound] p. 395.

Discusses S. res. 290, 64th Cong., 2d sess., requesting committee on printing to investigate the subject and report within thirty days as to what bulletins or publications issued by the government may be suspended, temporarily at least, and as to what economies may be practiced in the use of print paper by the government in the various departments. Passed Dec. 15, 1916. Text of resolution is given. S.7795 and identical H.21021 were offered in response to this resolution.

- — — Senate. Printing Committee. Economies in government printing and use of print paper; report pursuant

to S. res. 290 and to accompany S.7795 [to amend and revise the laws relating to the printing and binding and distribution of publications for Congress]. Jan. 11, 1917. 45 p. (S. Report 910, 64th Cong., 2d sess.)

See Cong. Record, 64th Cong., 2d sess., Senate; Feb. 6, 1917; v. 54: [unbound] p. 2879, 2982. Text of bill given [unbound] p. 2880. Identical House bill is H.21021.

### III

#### Bibliography of Laws

NOTE.— This list is given as an attempt at a historical record. For legal use the laws in force at date will be found in the two standard compilations, the *Federal Statutes Annotated*; and the *United States Compiled Statutes*.

See, for compilations in print of all laws to end of 1909, Checklist; GP1.2: L44; also GP3.2: P93. The report by Ames, Spofford, and Baird, 1882, p. 35-57, gives laws in detail for each publication. Other printed compilations for limited periods will be found in the successive Document Catalogs. Bibliographies of laws were given as part of the report of the A. L. A. documents committee in 1905 (*Lib. Jour.*, 30: C92-C93) and 1906 (*Lib. Jour.*, 31: 141).

Omitted are statutes affecting only one publication, single or series, and any purely temporary in character.

See also, beyond, laws relating to depository libraries.

Jan. 12, 1895. 53d Congress. Stat. L. 28: 601-624.

General law which established Documents Office and present system. Summarized in *Library Journal*, 20: 13-20, 1895.

Mar. 2, 1895. 53d Congress. Stat. L. 28: 962. Sundry civil appropriation act.

Restricts printing of hearings and other publications of committees to \$500. When no Joint Committee on Printing is in existence its duties are to be performed by the committee then in existence of either house.

NOTE.— The Senate rules continue the members of its printing committee in office till their successors are appointed. The House committee expires with the Congress.

U. S. Documents Office. First draft of proposed bill to . . . simplify the methods of publication of public documents. 1896.

Printed and distributed by the first superintendent of documents, F. A. Crandall, to arouse interest in and support for proposed reforms. Many of the reforms have been adopted, but this bill never became a law. Summarized in *Lib. Jour.*, 21: 102-105.

Feb. 6, 1896. 54th Congress. Stat. L. 29: 463.

Gives State Department 20 copies of each Congressional Document and Report, and 10 copies of every bill and resolution.

Feb. 26, 1896. 54th Congress. Stat. L. 29: 465.

Extends provisions of sec. 79 of printing act for distribution to geological depository libraries so as to include also future publications.

Mar. 19, 1896. 54th Congress. Stat. L. 29: 468.

Increases by 10 each the number of copies of Congressional Record to Senate and House libraries.

June 11, 1896. 54th Congress. Stat. L. 29: 454. Sundry civil appropriation act.



Repeals par. 46, sec. 73, of printing act, furnishing Congressional Record to 8 public or school libraries.

Feb. 17, 1897. 54th Congress. Stat. L. 29:700.

To furnish daily Congressional Record to newspaper correspondents in Washington.

Feb. 18, 1897. 54th Congress. Stat. L. 29:701.

The Geological survey to give 500 copies of geological and topographical maps and atlases to foreign and national government bodies, learned associations and libraries; one copy of each to be sent to each senator and representative, and a second copy be at his disposal.

Mar. 15, 1898. 55th Congress. Stat. L. 30:316.

Secretary of state to deliver to superintendent of documents Revised Statutes and its supplements, Session Laws, and Statutes at Large, to be sold by him.

Jan. 28, 1899. 55th Congress. Stat. L. 30:1388.

To furnish 6 copies of Congressional Record to Library of Congress.

Mar. 26, 1900. 56th Congress. Stat. L. 31:713.

Amends law of Feb. 17, 1897, by providing also bound Congressional Record to press correspondents.

Mar. 2, 1901. 56th Congress. Stat. L. 31:1464.

Regulates number of copies to Library of Congress of government publications for its own use and international exchanges.

Mar. 7, 1902. 57th Congress. Stat. L. 32:1765.

The superintendent of documents to issue to the secretary of the Senate and the clerk of the House of Representatives government publications needed by them.

June 30, 1902. 57th Congress. Stat. L. 32:746.

Documents reserved for binding on orders of senators, representatives, and officers of Congress, as provided by sec. 54, par. 6, of printing act, not called for after two years to be bound and delivered to superintendent of documents for distribution to libraries.

July 1, 1902. 57th Congress. Stat. L. 32:631.

Each senator and representative to receive one copy of the Revised Statutes and supplements.

Jan. 30, 1903. 57th Congress. Stat. L. 32:786.

Doubles number of copies of Congressional Record to members and officials of Senate and House and adds Labor Department and Civil Service Commission to bodies receiving it.

Mar. 3, 1903. 57th Congress. Stat. L. 32:1146.

Geological Survey surplus publications for sale in stock after five years in excess of a reserve of 200 copies may be distributed to public libraries.

Mar. 28, 1904. 58th Congress. Stat. L. 33:584.

Authorizes superintendent of documents to reprint publications of any department needed for sale, if approved by publishing department.

Apr. 6, 1904. 58th Congress. Stat. L. 33:159-160.

To amend Stat. L. 28, chap. 23, sec. 68, to include sergeant at arms of House to receive quota of documents.

Apr. 28, 1904. 58th Congress. Stat. L. 33:542.

Amends printing act as to allotment of laws and Official Register.

Jan. 20, 1905. 58th Congress. Stat. L. 33:610-611.

Amends printing act, sec. 54-55. Discontinues printing "usual number" of Reports on private bills and on simple and concurrent resolutions, and reduces edition of private bills and resolutions and of simple and concurrent resolutions.<sup>1</sup> "Bills and resolutions . . . unless specially ordered . . . shall only be printed when referred to a committee, when favorably reported back, and after their passage by either house."

Mar. 3, 1905. 58th Congress. Stat. L. 33:1249. Deficiencies appropriation act.

Prohibits any department from printing any matter not germane to its business without authorization by Congress. Illustrations not to be included in order to print unless certified as necessary or specifically ordered. Creates Printing Investigation Commission.

Mar. 30, 1906. 59th Congress. Stat. L. 34:825-826. Public res. 13.

Original costs, i. e., composition, stereotyping, illustrations, etc., of publications to be charged to government body issuing them; other costs, for such publications as are included in the Documents of Congress, to be charged pro rata to issuing body and to Congress, according to number of copies used by each. Introduced by the Printing Investigation Commission.

Mar. 30, 1906. 59th Congress. Stat. L. 34:826. Public res. 14.

Publications of Congress and of other government bodies may be printed in two or more editions up to authorized limit in number under regulations to be established by Printing Joint Committee. Introduced by the Printing Investigation Commission.

June 30, 1906. 59th Congress. Stat. L. 34:762. Sundry civil appropriation act.

Annual estimates for printing and binding for each government body to be submitted and no other appropriation to be used for such purpose. Continues Printing Investigation Commission.

Mar. 1, 1907. 59th Congress. Stat. L. 34:1012-1015.

Permits secretary of Senate and clerk of House to order reprints of bills, resolutions, laws, or Reports of committees or commissions. Hearings or other publications of committees restricted to 1,000 copies. Copies extra to "usual number" and other printing, how ordered and charged. As to stationery, blank books, binding, etc., for members of Congress. [Amendments and additions to sec. 2 of printing act.] Department publications not to be included in Documents or Reports series of either house. How publications for depository libraries shall be made into volumes and bound. Number of copies printed for depositories to be according to number of depositories. Documents Office to be specifically appropriated for. Authority to print, except as authorized by Joint Committee on Printing, to lapse after two years. [Amendments and additions to sec. 81 of printing act.] Sec. 59, 81, and 99 of printing act, and amendment of Mar. 2, 1895, repealed. Introduced by the Printing Investigation Commission.

Mar. 4, 1907. 59th Congress. Stat. L. 34:1394. Deficiencies appropriation act.

Continues Printing Investigation Commission and enlarges its scope.

<sup>1</sup> See, for table showing printing and distribution under this act, U. S. Printing investigation commission, Report, 1906, v. 1:100.

Jan. 15, 1908. 60th Congress. Stat. L. 35:565-566.

Department annuals and serials, required, by law of Mar. 1, 1907, not to be included in Documents or Reports series of either house, to be, in copies delivered to members and officials of Congress, included in these series. A "library edition" to be sent to depository libraries, which shall be arranged in volumes and bound as directed by the Joint Committee on Printing. The departmental edition to be printed concurrently with the "usual number" Hearings of committees to be printed as Congressional Documents only when specifically ordered.

See Monthly Catalog, Jan., 1908: Notes.

May 27, 1908. 60th Congress. Stat. L. 35:384. Sundry civil appropriation act.

Repeals sec. 3 of act of Mar. 1, 1907, requiring the Documents Office to be specifically appropriated for.

Mar. 2, 1909. 60th Congress. Stat. L. 35:1168.

Members of 60th Congress to receive all publications ordered printed by that Congress and published prior to Dec. 6, 1909.

Mar. 4, 1909. 60th Congress. Stat. L. 35:937. Deficiencies appropriation act.

Continues Printing Investigation Commission during 61st Congress.

Mar. 4, 1909. 60th Congress. Stat. L. 35:1067.

Congressional Record and bills, resolutions, and other documents to be furnished to governor general of the Philippine Islands.

Apr. 23, 1909. 61st Congress. Stat. L. 36:182.

Repeals resolution of Mar. 2, 1909.

June 25, 1910. 61st Congress. Stat. L. 36:868.

Repeals part of sec. 54 of printing act, as amended by resolution of June 30, 1902, so that document reserve for members and officials of Congress shall not be printed. Each senator and representative may have one copy bound of every public document to which he is entitled. Recommended by the Printing Investigation Commission.

See Monthly Catalog, Apr., 1910, Notes; also Lib. Jour., 28: C102.

Mar. 3, 1911. 61st Congress. Stat. L. 36:1153-1156. Judiciary act.

Regulates distribution of Supreme Court reports, Federal Reporter and its digests.

Mar. 4, 1911. 61st Congress. Stat. L. 36:1444. Sundry civil appropriation act.

Continues Printing Investigation Commission until end of 62d Congress [Mar. 4, 1913].

Mar. 4, 1911. 61st Congress. Stat. L. 36:1446. Sundry civil appropriation act.

Unpaid bills for printing speeches, etc., to be deducted from salaries of senators and representatives.

Aug. 23, 1912. 62d Congress. Stat. L. 37:414. Legislative, etc., appropriation act.

Provides that "addressing, wrapping, mailing, and otherwise dispatching publications for the departments" shall be done in the Documents Office.

Aug. 24, 1912. 62d Congress. Stat. L. 37. Sundry civil appropriation act.

Requires submission to Congress, with estimates of appropriations needed, of detailed statement of employes, salaries, and of other expenditures under appropriations [p. 487]. Printing of bonds, etc., in the Bureau of Engraving and Printing, to be on power presses [p. 430]. Abolishes collected form of Specifications and Drawings of Patents [p. 481].

June 23, 1913. 63d Congress. Stat. L. 38:73. Sundry civil appropriation act.

Printing committee of either house, when it recommends printing and binding for Congress, shall submit estimate of cost and estimated cost of printing previously ordered in that fiscal year.

July 1, 1916. 64th Congress. Stat. L. 39:83. Sundry civil appropriation act.

Sets dates when copy, revised proof, and printed copies of annual reports and accompanying documents shall be furnished, or printing appropriations may not be used. Three reports specifically excepted.

U. S. Cong. Printing Joint Committee. Printing bill; comparative print showing H. R. 8664, as reported to the House Jan. 11, 1916, with H. R. 15902, as passed the House and reported to the Senate in the 63d Congress, and the present printing laws. Printed for the Joint Committee on Printing. 1916. 11,121 leaves, oblong large 8°. (64th Cong., 1st sess. Comparative print.)

Cover title. H.8664, H.15902, and present laws respectively in three parallel columns. Leaves I-II: "Corresponding sections in old bill (H. R. 15902, 63d Cong.) and in new bill (H. R. 8664, 64th Cong.)."

### *Depositories*

U. S. Revised Statutes, Chapter 7, sec. 497-511, p. 82-85; also supplements.

Contain all the un repealed laws to dates of volumes. Also these can be obtained in the Federal Statutes Annotated, and in the United States Compiled Statutes.

— Documents Office. Report, 1907, p. 38-44.

Gives résumé of laws relating to depositories, with discussion.

— — Official list of depository libraries . . . to Jan. 1, 1909. (Bulletin 12.)

Gives résumé of legislation for depository libraries.

— — Depository libraries. July 15, 1913. 4 p. (Circular 22; 2d rev. ed.)

General facts about depository libraries, with summary of legislation.

Dec. 27, 1813. 13th Congress. Stat. L. 3:140-141.

Makes operative "for every future Congress" free distribution of Journals of Congress and various other publications to executives and each branch of legislatures of states and territories; to colleges and

incorporated historical societies; as provided in various separate prior acts. 200 copies in addition to the usual number to be printed for distribution.

Dec. 1, 1814. 13th Congress. Stat. L. 3:248.

Gives to American Antiquarian Society at Worcester Senate and House Journals and Documents "which have been or shall be published."

{ July 20, 1840. 26th Congress. Stat. L. 5:409.

{ Apr. 30, 1844. 28th Congress. Stat. L. 5:717.

Increase to 300 the number of extra copies to be printed for distribution.

{ Jan. 28, 1857. 34th Congress. Stat. L. 11:253.

{ Mar. 20, 1858. 35th Congress. Stat. L. 11:368. Amends preceding.

These acts are "real basis of the institution of depositories." The publications which heretofore had been distributed by the Library of Congress and Department of State, are now to be distributed by the Interior Department to institutions to be designated by representatives and delegates for their several districts.

Feb. 5, 1859. 35th Congress. Stat. L. 11:380.

Gives to Interior Department the receiving, keeping, and distributing of all publications, including accumulations, except those given to Congress or departments direct. Amends act of 1857 by adding senators to designate depositories.

Mar. 2, 1861. 36th Congress. Stat. L. 12:244.

Long act summarizing laws in force. Permits Interior Department to make selection of libraries to receive publications of which the edition would not supply all libraries. State and territorial libraries are not named in any law prior to 1895, and distribution to them presumably began many years previously under this power. Depositories can not be changed except at beginning of a Congress or for failure to meet requirements.

Mar. 3, 1887. 49th Congress. Stat. L. 24:647.

Establishes geological survey depositories.

7 Jan. 12, 1895. 53d Congress. Stat. L. 28:601-624.

Main law on which is based the present system of depositories. Creates special depositories to receive the Official Gazette of the Patent Office [sec. 73]. Creates duplicate set of geological depository libraries to receive publications prior to 1894 [p. 621].

Feb. 26, 1896. 54th Congress. Stat. L. 29:465.

Makes permanent, and to receive publications of 1894 and after, duplicate set of geological depository libraries.

June 6, 1900. 56th Congress. Stat. L. 31:333. Alaska civil government act.

Makes Historical Library and Museum of Alaska a depository.

Jan. 18, 1907. 59th Congress. Stat. L. 34:850.

Makes library of Philippine Islands government at Manila a depository.

7 Mar. 1, 1907. 59th Congress. Stat. L. 34:1014.

Adds land grant colleges to depository libraries. Assigns certain

depositories, found, after redistricting, in other than original district, to new district.

June 23, 1913. 63d Congress. Stat. L. 38:80. Sundry civil appropriation act.

Makes all existing designations of depositories permanent.

## IV

### The Librarians on the National Publications: Articles in the Library Journal, the A. L. A. Proceedings, and Public Libraries

NOTE.—Reviews of individual works are noted with the works, not here. The report of the documents committee of the American Library Association, if any, is put first in the contents analysis of each volume below. An asterisk calls attention to certain articles of special interest in regard to points emphasized in this work or otherwise helpful.

#### *Library journal*

Library Journal 1, 1876/7 : 10-11 (Dewey; value, wasteful distribution, etc.) : 177 (editorial; reform in distribution and indexes needed).

2, 1877/8 : \*26-28 (Spofford; distribution evils; discussion).

3, 1878 : 11 (editorial; notice of bill) : 32 (Hoar's bill; distribution through Interior Dept.).

4, 1879 : 195, 291 (Green, Spofford, Homes, committee, to draft bill for distribution) : 81-83 (Axon; Distribution of British documents as example for United States) : 84-85 (editorial comment on Axon).

First committee report on government publications.

5, 1880 : 87 (note on index to Journals of Congress being prepared by Alb. Ordway; discussion of indexing).

6, 1881 : 86-89 (Green, chmn.; report; presents two bills) : \*130-131 (discussion; Dewey, resolution covering reforms wanted) : 313 (editorial; describes bills) : 314 (exec. board approves bills).

7, 1882 : 195, 226-228 (Green, chmn.; report).

8, 1883 : 257-260, 291 (Green, chmn.; report, includes petition to Congress) : 107 (Ames; binding reform urged) : 150-151 (progress on Poore's cat.) : 250-251 (Edmands; plan for shelf numbering of Congressional set).

9, 1884 : No committee report : 140 (Boston Literary World; Plea for index to govt. publications, federal, etc.).

10, 1885 : \*335-336 (Green, chmn.; progress report; asks for everything published for large libraries, selected publications for smaller libraries) : \*236-241 (Bowker; historical and descriptive, includes lists and indexes and

- touches on distribution) : 241-244 (McKee; explains numbering and methods of publication).
- 11, 1886 : 377-378 (Green, chmn.; report) : 482 (resolution and letter by committee to Senate printing committee) : 19 (Nation on Interior Dept. becoming clearing house) : 20-24 (Singleton bill nearly in full) : 30 (Cutter; catalog entry) : 78 (Henderson bill to distribute Congressional Record and Statutes to libraries, etc.) : 376 (resolution of thanks to J. G. Ames) : 3, 35, 99 (editorials, the last on Hickcox's catalogs).
- 12, 1887 : 445-447 (Green, chmn.; report, incl. letters from J. G. Ames) : 135 (summary of Ames's report) : 161 (Hickcox's catalog) : 447-448 (indexes, especially on patents).
- 13, 1888 : No report. : 131-132 (editorial; progress and Ames's report) : 143-144 (summary of Ames's report dated Mar. 27, '88).
- 14, 1889 : 267-269 (Green, chmn.; report) : 275-276 (Beer; bibliography needed) : \*432 (Schwartz; bad publication methods) : 431 (editorial corroborating Schwartz) : 487 (Cornell Univ. Bull., Nov., '89; gives arrangement under countries in card catalog).
- 15, 1890: C95-C100 (Green; Fletcher; committee report) : C104-C105, C116 (discussion) : \*12 (Dunn) : 12-14 (Ames) : 209 (distribution).
- 16, 1891: C70-C73, C118-C120 (Bowker, chmn.; \*special report); C73-C74 (discussion) : 107 (Merrill; cataloging).
- 17, 1892 : C38-C39, C78-C80 (Bowker, chmn.; report) : C57, C77-C80 (discussion) : 8-17 (text of bill) : 46-47 (Dunn; protest) : 53-54 (amendments) : 84 (bill for free mailing) C61-C62 (Cheney; shelf notation in San Francisco library) : 107 (Merrill; same at Miami university) : 123-124 (circular urging support for bill) : 124 (bill for supply to libraries) : 165 (progress of bill) : 3, 43, 477 (editorials).
- 18, 1893 : C52-C53 (Dunn, chmn.; reports disagreement) : C72-C74 (Ames) : 86-87 (resolution) : 507-508 (summary; letter of Dunn on amendments) : 3, 35, 407 (editorials on progress of bill) : 228 (editorial on Hickcox's catalog).
- 19, 1894 : C126-C128 (Bowker, chmn.; report of progress) : C128-C134 (discussion; letter from Ames) : C164-C165 (resolution) : 95 (Minn. library association)



- : 263-264 (Morse on distribution; from Pop. Sci. Mo., Aug., '94) : 41, 119, 255, 288 (editorials).
- 20, 1895 : C53-C54 (Bowker, chmn.; report) : 26-27, 56-57 (review of Ames's index, and of 2 reports, 1894) : 13-20 (summary of bill, i. e., law of Jan. 20, 1895) : C78-C79 (Ames on bill) : 3, 43, 75 (editorials) : 197 (editorial on Crandall's beginning work) : 301 (editorial; first Monthly Catalog).
- 21, 1896 : C79-C80 (Bowker, chmn.; report, cooperation with Crandall) : C20-C25 (Crandall; address) : 411-412 (proceedings when report and address were made) : 19-20 (Docs. Office, annual report, reviewed) : 74 (Checklist, 2d edition, reviewed) \* : 102-105 (summary of Crandall's proposed bill; reprints Bowker's special report, 1891) \* : 217-218 (Cutter; ideal is that any library shall have any document free) : 225 (paragraph on progress) : 237 (Hasse; instance of bad methods) : 91, 215 (editorials).
- 22, 1897 : C97-C98 (Bowker, chmn.; report) : 4-5 (editorial) : 16-17 (Hickcox; 104 serial, technical, and scientific publications of the government not Congressional Documents) : 43 (Doc. Cat., 1893/95, reviewed) : 75 (editorial; Crandall's bill, and bill to extend Ames's index) : 91 (Documents Office, report, 1895/96, reviewed) : 143 (progress) : \*160 (Washington Post, Feb. 23, 1897, against, and Crandall's reply, Feb. 25, supporting bill "taking the executive reports and serial works out of the numbered series of the Congressional Documents") : 270 (Doc. Index, 54th, 1st, reviewed) : C154 (resolution endorsing work of Docs. Office under Crandall) : 735-736 (editorial on demotion of Crandall) : 747 (resolution against demotion of Crandall) : 770 (Doc. Index, 54th, 2d, reviewed).
- 23, 1898 : C117-C120 (Bowker, chmn.; Lodge's resolution for transfer of Docs. Office to Library of Congress defeated; demotion of Crandall, etc.) : C121, C127-C128 (resolution favoring transfer; discussion; Ferrell's address) : 3-4 (editorial; touches on transfer) : 21 (progress of Lodge's and Crandall's bills) : 47-48 (editorial; Lodge's bill) : 64 (resolution favoring transfer) : 197 (examination for supt. of docs. announced) : 214 (Oberlin college; cataloging of executive reports in serial set) : 562, 669-670 (editorial, and article from Nation on private reprint for sale of

- Messages of the Presidents) : 564-566 (Fuller; U. S., state, and town docs. in small libraries).
- 24, 1890 : C100-C102 (Bowker, chmn.; report; only C100 on U. S. documents) : 4 (editorial) : 16-17 (Docs. Office, report, 1897-98, reviewed) : 197 (plea for cataloging) : 608 (bad distribution) : 659 (editorial on bill).
- 25, 1900 : C91-C92 (Bowker, chmn.; résumé of events; resolution) : 56 (suggests reprinting early docs.) : \*65-67 (summary of bill, which takes executive publications out from Congressional set) : 293 (resolution approved) : 55, 103 (editorials on bill).
- 26, 1901 : C118-C119 (Bowker, chmn.; report) : C119-C120 (discussion) : 4, 21 (editorials on bill) \* : 8-13 (Hasse; before Nat. Assoc. of State Librarians) : 20-21 (Docs. Office, report, 1899/1900, reviewed) : 62 (name index to pub. docs. wanted) : \*152-154 (Mann; Univ. of Illinois library school course in govt. docs.) : 359 ("Index and review," notice) \* : 397 (Chapin; Decimal classification in cataloging pub. docs.) : C119-C120 (work of Ferrell reviewed) : 671-674 (Ferrell; The pub. docs.; descriptive; plea against inclusion of department publications in Congressional set) : 689-690 (Post; "Tables and Index" announced) : 820 (course in pub. docs. at Wisc. summer school announced) : 849-850 (editorial on legislation needed).
- 27, 1902 : C92-C96 (Falkner, chmn.; report; asks for a "library edition" of dept. publications) : C130 (discussion) : 21-22 (Docs. Office, report, 1900/01, reviewed; plea for exclusion of department publications from Congressional set) : 107 (Fichtenkam, cataloging pub. docs., from "Index and Review," noticed) : 120 (Gerould; wants Library of Congress to catalog pub. docs.) : 149 (Wisc. course in pub. docs., 1902) : 207 (care of pub. docs., Wisconsin) \* : 815-818, 825 (Hasse; Vexed question of pub. docs.; discussion) : 832 (Wyer, chmn. docs. committee, Western library assoc., 4 requests) : 893 (betterments wanted by N. Y. Library Assoc.) : 936-938 (Ferrell's answer to 4 requests) \* : 938-939 (Crandall; Catalog entry of govt. authors) : 1013 (Roosevelt; pub. docs., from message, 1902).
- 28, 1903 : C102-C106, C133 (Falkner, chmn.; report; resolution calls for "library edition" of dept. publications) \* : 69 (catalog entry of government authors; Jones vs.

- Crandall) \*: C176-C189 (same; discussion; paper by Hasse; decision favoring inverted form) : 117-118, 832-833 (Docs. Office, reports, 1901/02, 1902/03, reviewed) : 774-776 (Falkner, list of bibliographies published in official documents of the United States, May, 1902-Apr., 1903).
- 29, 1904 : C168-C169 (Falkner, chmn.; report; résumé of legislation and bibliographical material) \*: 116-120 (Hasse; on a bibliography of pub. docs.) : 207 (description of Docs. Office printed catalog cards) \*: 475 (Bliss; catalog entry for govt. authors) : 597 (list of publications of Docs. Office).
- 30, 1905 : C92-C101 (Hasse, chmn.; report; includes legislation, instruction in library schools, new docs., bibliographies, and foreign docs.) : 182, 200 (Watson and Koch; want more than one card per title from Docs. Office) : 291, 864 (foreign docs. committee consolidated with pub. docs. committee; functions of committee) : C86-C91 (Ambrose; Uses of govt. docs. in the university library) : 930-931 (Daniels; agricultural bulletins, indexes and value) : 951-952 (Kansas City public library arranges department reports by subject; etc.) : 174, 954-955 (Docs. Office, reports, 1903/04, 1904/05, reviewed).
- 31, 1906: C140-C145 (Hasse, chmn.; report; mostly about state and foreign documents) : C219-C220, C279, C281 (wanted, opportunity for discussion) : 661-665 (Hasse; building up a pub. doc. collection) : 317-318 (Clarke; protest against change in Monthly Catalog to be alphabetical).
- Page 661-665 same as in Public Libraries, 12: 48-51, except sample cards omitted in latter.
- NOTE.— Beginning 1907 Papers and proceedings of A. L. A. are published complete in separate form, and reports of docs. committee no longer appear in the Library Journal except as special contributions.
- 32, 1907: 97 (Hasse; cataloging; geographical and political divisions of different territory but same name) : 120 (pub. docs. committee invites questions) : 194 (editorial on methods) : 195-198 (C. W. Smith; pub. docs. as a library resource) \*: 203-206 (Crandall; library of Docs. Office described) \*: 207-208 (Burns; law of Mar. 1, 1907, takes department publications out from Congressional set, "a reform sought for many years") : 245-246, 269 (pub. docs. at A. L. A. meeting) : 350 (editorial) : 361 (Merrill; utilizing govt. docs.)

- : 473-474 (Monthly Cat., July, 1907, alphabetical form and past issues reviewed).
- 33, 1908: 98 (Docs. Office, report, 1906/07, reviewed) : 150-151 (libraries of a certain grade should be depositories, not such as are designated by members of Congress) \*: 200 (Wyer: Docs. Office, Author Headings, ed. 2, change to "Education Bureau" disapproved) \*: 227 (Post; reply) : 302 (restriction on loaning modified).
- 34, 1909: 43-48 (Post; "most essential reform is decrease in distributing agencies") : 91 (Ballard; verses) \*: 538-545 (Post; outline for a working collection and aids to its use).  
Post's address abridged, and Ballard's verses in Public Libraries, 14: 49-51.
- 35, 1910: 283 (Des Moines library segregates, but indexes pub. docs.) \*: 328 (Godard, chmn.; pub. docs. committee; resolution for exclusion of department publications from Congressional set) : 503-505 (Macdonald; use in small libraries).
- 36, 1911: 270, 384 (summaries of bill) : 385 (Economy and Efficiency Commission on distribution; etc.) : 425-426 (Godard, chmn.; docs. round table meeting).
- 37, 1912: 37, 442 (resolutions favoring bill) : 270 (Harris; describes printing bill) \*: 370-376 (Mattern; national and international cooperation in . . . analytical cataloging [incl. national publications]) : 384 (analysis of bill) : 385 (Economy and Efficiency Commission; report on centralization of distribution) : 446 (Godard, chmn.; docs. round table meeting) : 455 (pub. docs. committee, its work [one paragraph]) : 504-506 (Reinick; trials of a document librarian).  
Resolutions favoring bill same as in A. L. A. Papers and proceedings, 1912, p. 200-201.
- 38, 1913: 8-9 (Walter; pub. docs. as reference material) : 402-403 (Luard; use in small library) : 523-524 (Godard, chmn.; docs. round table meeting).
- 39, 1914: 129-130 (resolution for contents table to Cong. Record) : 207-209 (Reinick; pub. docs. as commercial factor) : 297-298 (Godard, chmn.; docs. round table meeting) : 305 (Steiner; asks to have sold by book dealers) : 332 (Pomona college library; treatment in non-depository libraries) : 577, 802 (editorials on bill) \*: 815-823 (Carter; résumé of bill) : 936 (pub. docs. in a small library; from Iowa Library Quarterly).

- 40, 1915 : 421 (Docs. Office, report, 1913/14, reviewed) : 493 (resolutions) : 595 (Godard, chmn.; docs. round table meeting).

Documents round table meeting same as in A. L. A. Papers and proceedings.

- 41, 1916 : 401-402 (Hasse; course on United States foreign relations and government docs.) : 601-602 (Godard, chmn.; docs. round table meeting; \* Clarke; betterments needed) : 632 (editorial on printing bill) \* : 664-674 (Carter; printing bill) : 675 (Bowker; reprint of report of 1891 showing progress).

### *American Library Association Proceedings*

NOTE.—Down to and including 1906 the proceedings of the American Library Association and papers read at the meetings were printed in full in the Library Journal. The references to the Library Journal previously given duplicate in page numbers and text all the references that could be given to the separately published proceedings. Such references are, therefore, omitted here.

Beginning with 1907 the papers, reports of committees, etc., of the association are not generally to be found in the Library Journal, though an account or abstract of proceedings may be given.

- A. L. A. Papers and proceedings, 1907 : 132-135 (Hasse, chmn.; report) : 135-139 (Post; address) : 139-145 (discussion) : 146-149 (Reinick; use in the public library) : 149-153 (Gill; obstacles to use by depository libraries) \* : 153-156 (Austen; Congressional bills and Reports in libraries) : 156-157 (C. H. Brown; pub. docs. in technical libraries) : 303 (resolution for committee on federal legislation).

Page 132-135 same as Public Libraries, 12: 251-254, 1907.

- 1908: 178 (Hasse; suggestion) : 382-406 (Wyer, chmn.; report; Post speaks; Everhart, paper; docs. course at three schools described).

- 1909: 227 (Godard, chmn.; report) : 277-278 (resolutions on removal of Post) : 313-329 (papers by Montgomery, Tilton, and Post; largely state docs.).

Post's paper in Library Journal, 34: 538-545.

- 1910: 759-760, 674 (Godard, chmn.; docs. round table meeting; resolutions).

Resolutions in Library Journal, 35: 328.

- 1911: 90-91 (Godard, chmn.; report) : 194 (resolution) 272-273 (docs. round table meeting).

Docs. round table meeting in Library Journal, 36: 425-426.

- 1912: 115-116 (Godard, chmn.; report) : 200-201 (resolutions favoring bill) : 307-311 (docs. round table meeting; paper by Donath).

Resolutions in Library Journal, 37: 442.

- 1913: 256 (resolutions) : 352-362 (Godard, chmn.; docs. round table meeting; \* paper by Wallace; \* Crandall on an executive gazette).  
Round table meeting, without papers, in *Library Journal*, 38: 523-524.
- 1914: 109-110 (invitation to round table) : 255-270 (Godard, chmn.; docs. round table meeting; paper by Carter; Hegemann on Monthly Cat.; Hartwell on census) : 207-208 (Silliman; catalogs of Docs. Office).  
Round table meeting, almost identical, in *Library Journal*, 39: 297-298.
- 1915: 248 (resolutions) : 257-260 (Hartwell; on Checklist classification; abstract) : 288-289 (Godard, chmn.; docs. round table meeting).  
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- 1916: \*301-312 (Carter; printing bill) \*: 312-319 (Clarke: library needs, and betterments in system and service needed) : 444-447 (Godard, chmn.; docs. round table meeting).  
Carter's paper in *Library Journal*, 41: 664-674; and Clarke, only "Betterments needed," in same, 41: 602.

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- Public Libraries*, 1, 1896: \*222-224 (Crandall; work of Docs. Office and needed legislation) : 263-264 ("Library Primer"; apx. F: Pub. docs., by Hasse).
- 2, 1897: 15 (editorial on Doc. Cat., v. 1) : 183; 310-311; 358; 399 (resolutions, etc., against demotion of Crandall).
- 3, 1898: 46, 84, 85 (editorials favoring transfer of Docs. Office; urging bill) : 86 (summary of Crandall's proposed bill) : 295, 302 (A. L. A. action on transfer of Docs. Office, etc.).
- 4, 1899: 145 (examination for position in Docs. Office) : 248 (Voge; classification for Congressional set) : 257 (resolutions) \*: 405-407 (Mann; govt. docs., descriptive, etc.) : 455 (arrangement in series or by subject, especially state docs.).
- 5, 1900: 83-87 (Reinick: arrangement and cataloging) : 297 (pub. docs. committee report noticed) : 433-434 (Ohio Library Assoc.; report, abstract) : 449 (Indiana Library Assoc.; conference, notice).
- 6, 1901: \*28-34 (Hasse; before Nat. Assoc. of State Librarians) : 625 (course at Wisc. summer school announced).

Miss Hasse's article differs in phraseology only from same in *Library Journal*, 26: 8-13.

- 7, 1902: 32 (Mann; course at University of Illinois school) : 33-35 (Falkner; Library of Congress policy in collection of official publications) : 66 (editorial against library's selling) \*: 266-267 (Nebraska university library; arrangement by subject) : 289-290 (pub. docs. committee report noticed) \*: 355-359 (Hasse; vexed question of pub. docs.) : 372 (Western library meeting; discussion) : 387 (course at Wisconsin school described) \*: 492 (Parsons; pub. docs. in a non-depository library, at Nebraska meeting, abstract).

Miss Hasse's paper differs very slightly from same in *Library Journal*, 27: 815-818.

- 8, 1903: 405-406 (Dewey; against issue of department reports in collected documents series, especially as in N. Y. state docs.).
- 9, 1904: 182 (description of Docs. Office printed catalog cards).
- 10, 1905: 19 (Watson wants more than one card per title from Docs. Office).

Same in *Library Journal*, 30: 182.

- 11, 1906: 51-53 (Reinick; classifying and cataloging) : 106 (Merrill; leaflet publications of Agric. Dept.; these not intended to be sent to libraries) : 115 (shall Cat. of Title Entries of Copyright Office be continued?) : 511-513; 514 (Hasse; and Jessie G. Smith; pub. docs. in small libraries).

- 12, 1907: 48-51 (Hasse; Building up a doc. dept.) : 129 (pub. docs. committee meeting announced) : 230-231 (editorial; how to get) : 251-254 (Hasse; distribution historically and practically considered) : 345-347 (Evans; pub. docs. in small libraries; nine ways to get).

Page 48-51 identical, except sample cards omitted, with that in *Library Journal*, 31: 661, 1906. Page 251-254 same as A. L. A. Papers and proceedings, 1907, p. 132-135.

- 13, 1908: 25 (Stuckey; public documents in small libraries, at Kansas meeting) : 29-30, 107-108, 179-180 (Hasse; cataloging puzzles, individual publications) : 153-154 (Docs. Office, report, 1906/7, reviewed) 270-271 (Wyer, chmn.; docs. round table meeting; Post speaks) : 408 (Roberts; this is "The day of the doc.").

- 14, 1909: 30-31 (H. H. Ballard and Carlton before Conn. Library Assoc.) : 49-51 (Post; "Most essential re-

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- 15, 1910: 38 (M. G. Wyer; pub. docs. in the small library, abstract) \*:181-184 (Tilton; Printed serial entry cards).

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- 18, 1913: \*119-121 (Mass. Library Club; J. I. Wyer; also treatment at Haverhill, Milton, and Worcester pub. libraries) :334-335 (Godard, chmn.; docs. round table meeting).

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- 19, 1914: 355 (Godard, chmn.; docs. round table meeting).

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- 20, 1915: \*105 (Billingsley; pub. docs. as Christmas gifts) :219 ("Uncle Sam's cook book," list) \*:262-265 (Clarke; printing bill) :377 (Godard, chmn.; docs. round table meeting).

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- 21, 1916: 318 ("The walk-out of the docs.," verses, by G. S. C.).



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